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LIST OF SUBJECTS DISCUSSED AT THE MEETING OF THE PROVINCIAL BOARD OF AGRICULTURE HELD AT POONA IN JUNE 1920.

1. A short report of technical results achieved up-to-date by the Agricultural Department to be laid before the Board by the Director of Agriculture.

2. Programme of the specialists and other sections of the agricultural department for the ensuing two years to be laid before the Board by the Director of Agriculture.

3. Programme of cotton improvement as laid before Government by the Director of Agriculture (see my No. 1102, dated 27th January 1920,) as a result of the report of the Indian Cotton Committee.

4. The improvement of the manure supply in the intensively cultivated tracts of the Bombay Presidency including the development of organisation for advice as to manuring. The question of freight on manures.

5. The question of organised attacks on definite plant diseases and of further investigation into them.

6. The great prevalence of epizootic cattle diseases and the policy which should be adopted in regard to them.

7. The development of agricultural propaganda and the part which (*a*) the co-operative movement, (*b*) agricultural association and (*c*) district local boards can take in connection with it.

8. The lines of development of education in vernacular both specially in agriculture and general in rural areas.

9. The closer co-operation between the "development" departments (agriculture, co-operation, irrigation, sanitation, education, etc.) of Government and the methods by which it can be secured.

10. The possibility and utility of establishing divisional boards of agriculture to discuss local problems and to be conducted in the vernacular.

11. The future organisation of the work of the Agricultural Engineer.

12. The financing of the sale of pure and improved cotton by co-operative societies or otherwise.

00109040

PROCEEDINGS OF PROVINCIAL BOARD OF AGRICULTURE HELD IN POONA ON JUNE 9TH AND 10TH 1920.

PRESENT :

The Honourable Mr. G. S. Curtis, C.S.I., I.C.S., Member of Council (President).

K. B. Bhadrapur, Esq., Personal Assistant to the Registrar, Co-operative Societies, Bombay, Poona.

Sardar P. K. Biwalkar.

Dr. W. Burns, D.Sc., Economic Botanist to Government, Bombay, Poona.

The Honourable Mr. J. C. Covernton, C. I E., M.A., Director of Public Instruction, Bombay, Poona.

Bhimbhai Morarji Desai, Esq., Deputy Director of Agriculture, Gujarat.

Rao Saheb Dadubhai Purshotamdas Desai.

A. B. deSouza, Esq., Superintending Engineer, Deccan Irrigation Division, Poona.

The Honourable Rao Bahadur S. D. Garud, B.A.

The Honourable Dewan Bahadur K. R. Godbole, Mc. E.

V. G. Gokhale, Esq., L. Ag., Deputy Director of Agriculture, Konkan.

W. F. Hudson, Esq., I. C. S., Collector of Poona.

C. C. Inglis, Esq., B.A.I. (Dub.), Executive Engineer, Special Irrigation District, Poona.

The Honourable Mr. B. S. Kamat, B.A.

G. F. Keatinge, Esq., C. I. E., I. C. S., Director of Agriculture, Bombay, Poona.

J. B. Knight, Esq., M.Sc., Professor of Agriculture, Agricultural College, Poona.

Rao Saheb M. L. Kulkarni, Deputy Director of Agriculture, Southern Division, Dharwar.

R. B. Maclachlan, Esq., Executive Engineer, Poona Irrigation District, Poona.

Rao Bahadur Ambashankar U. Malji.

A. B. Modak, Esq.

P. C. Patil, Esq., L. Ag., Deputy Director of Agriculture, Central Division, Poona.

The Honourable Mr. Purshotamdas Thakurdas, C. I. E., M. B. E.

Otto Rothfeld, Esq., I.C. S., Registrar, Co-operative Societies, Bombay, Poona.

D. L. Sahasrabudhe, Esq., L. Ag., B.Sc., Agricultural Chemist to Government, Bombay, Poona.

C. S. Shirhatti, Esq.

M. H. Sowerby, Esq., I.C.V.D., Principal, Bombay Veterinary College.

G. Taylor, Esq., M.R.C.V.S., I.C.V.D., Superintendent, Civil Veterinary Department, Bombay, Poona.

C. H. Thiselton Dyer, Esq., M.A., Assoc.M. Inst. C. E., Director of Industries, Bombay.

D. A. Thomson, Esq., C. I. E., Conservator of Forests, Utilization Circle.

C. W. A. Turner, Esq., I. C. S., Collector of Ahmednagar.

NOTE.

The President welcomed the members of the Board in a short speech, explaining that this was the first occasion on which a Provincial Board of Agriculture had been held, and stating that he anticipated beneficial results from the discussions in which the staff of the Agricultural Department, members of the Revenue and Irrigation Departments and a number of private gentlemen interested in Agricultural Development would take part. He pointed out that the printed notes on most of the subjects under discussion had been sent to Members and said that it was proposed to discuss the subjects in serial order.

BOMBAY PROVINCIAL BOARD OF AGRICULTURE, 1920.

Subject No. 1.

A SHORT REPORT OF TECHNICAL RESULTS ACHIEVED UPTO DATE BY THE AGRICULTURAL DEPARTMENT.

1. *General Farming Methods.*—On our various farms we have evolved systems of good clean tillage, proper rotations and adequate manuring suitable to the locality in which the farm is situated, and have standardised the same. The cumulative effects of these operations are very visible in the excellence of the crops obtained and serve as a standing demonstration of what may be achieved. The methods adopted are, year by year, brought to the notice of cultivators, and produce some effect; though it is impossible to form any accurate estimate of its extent.

2. *Implements.*—We have experimented with a large number of new implements and have adopted those most suitable to the work which they are needed to perform in the various tracts, and to the circumtances of the cultivators. These have been brought prominently to the notice of the cultivators, who have taken up extensively the various patterns of ploughs recommended, and to a less extent, harrows, seed drills, mowers, threshers and levellers, as well as the improved furnaces, pans and other apparatus necessary for gul-making. We arrange for the sale, hire and repair of such implements in any tract, in the first instance, until it is possible to turn the work over to co-operative institutions or private agency.

3. *Manure.*—We have demonstrated correct methods of preserving farmyard manure, but without much success in securing imitation. We have proved and demonstrated the extreme value of nightsoil and poudrette in some tracts where they were formerly wasted, with the result that they are now used to the full extent to which they are made available by the local Municipalities. We have proved and demonstrated the value of San-hemp as green manure for sugarcane, some garden crops and rice in certain tracts and have arranged for the supply of seed where necessary.

In the matter of artificial manures it has been shown that standard mixtures can be applied with great profit to sugarcane, tobacco, onions, chillies, plantains and potatoes. Various nitrogenous manures have been found profitable for rice fields and rice seed beds in various tracts, and on laterite soils, bone-meal has been most successful.

The use of oil cake as top-dressing to sugarcane and other garden crops has been extended and introduced into tracts where it was unknown before.

4. *Crops.*—We have tested and demonstrated the money-making value of various crops in tracts where they were formerly not grown, e.g., dry crop chillies in the Deccan and onions in the Konkan. A notable instance of this kind is the introduction of dry crop ground-nuts of various kinds in many parts of the Presidency, which are not only a valuable crop in themselves, but are excellent as a rotation for either cotton or jowari. In the matter of varieties Shet Parner wheat and Akola bajri have been found to give very good results, and much seed of these varieties has been provided in tracts where they were not before grown. Mass selection of seed has been shown to be profitable in the case of jowari and rice, and seed so selected has been supplied from our farms. In the matter of pure line selection, work is now being done on rice and wheat, but it is only in the case of cotton that it has hitherto been found possible to concentrate the work sufficiently to secure definite results by this method. A very large number of exotics, selections and crosses have been tested in the principal cotton tracts of the Presidency. The four kinds of cotton which we are now pushing are :—

(*a*) Surat No. 1-A for the Surat District.

(*b*) N. R. cotton for Khándesh and adjoining Districts.

(*c*) Dhárwár No. 1 for the Kumta tract.

(*d*) Gadag No. 1 for the Dhárwár-American tract.

Of these (*a*) and (*c*) are pure strains, and in the case of (*b*) and (*d*) pure strains are being selected from the successful varieties.

The advantages of these cottons over the ordinary cotton grown in the respective localities by the cultivators may be roughly summarised as follows:—

(*a*) Surat 1-A gives 50 lbs. of seed cotton per acre more than ordinary Surat cotton. It has a superiority of 2 per cent. in ginning percentage (= 6 per cent. more lint). The lint is valued at Rs. 15 per khandi more than Surat cotton.

(*b*) N. R. cotton gives 100 lbs. of seed cotton per acre more than the ordinary Khándesh mixture. It has a superiority of 3 per cent. for ginning percentage (= 9 per cent. more lint). The lint fetches Rs. 20 per khandi more than Khándesh cotton on account of its colour and "bulk."

(*c*) Dhárwár No. 1 gives 50 lbs. of seed cotton per acre more than Kumpta cotton. It has a superiority of 2 per cent. in ginning percentage (= 8 per cent. more lint). The lint is valued at Rs. 30 per khandi more than Kumpta cotton.

(*d*) Gadag No. 1 gives 50 lbs. of seed cotton more per acre than Dhárwár-American cotton. It has a superiority of 4 per cent. in ginning percentage (=13 per cent. more lint). The lint is valued at Rs. 5 per khandi more than Dhárwár-American cotton.

Sugarcane deserves a word to itself. In almost every detail of the tillage, treatment, manuring and watering of the cane, and in the handling of the produce, improvements have been introduced. Apart from this some six new varieties have been shown to be very valuable for certain conditions. The public have made good use of the knowledge gained by us and imparted to them.

5. *Plant Diseases.*—A separate note is submitted on this subject. Fungoid diseases affecting grapes, betel nut, jowari and potatoes have been successfully combated on a large scale.

6. *Horticulture.*—Horticultural investigations have been carried on in the Ganeshkhind Garden, in the now closed Bassein Garden and in selected gardens belonging to cultivators. A thorough investigation has been made of all methods of propagating the mango, and the best conditions for propagation. We are now in a position to say definitely that for dry conditions enarching is best. For moist conditions, whip-grafting gives excellent plants. For the renovation of old or useless trees top-working gives good results. An ideal nursery for young fruit plants of the mango or other species has been devised.

The Bombay mango varieties have been studied, figured and classified. The pruning of the mango has been settled. We have been able to show that the flowers of the mango come on wood of any age and that pruning for fruit is out of the question, though pruning for shape is desirable in the early years of the plant's growth. We have successfully devised means and packages for long distance transport of living mango trees, and have in this manner sent them to America, Africa and Egypt.

The Bombay Presidency has several species of oranges and limes. The question of the best stock on which to bud these was exhaustively studied and the Jamburi, a sour lime, shown to be the best.

We have succeeded in discovering in Sind a nearly seedless guava which we are distributing. We have now worked out two satisfactory systems of pruning the guava, one as a low bush tree and the other on wire (espalier system). The guava lends itself to pruning for fruit as it bears its fruit on a very definite part of the young shoots.

Our studies of vine cultivation have led us to several improvements in the local systems of training the plants, and have resulted in largely increased yields. We have experimented freely with French and American vines, but these have not been a great success.

Our work on the banana has been the collection of all the varieties, and the study of the best manures and methods of cultivation. A combination of the local system of manures with a small amount of artificials has been markedly successful. We have also shown how a profitable inter-crop can be taken.

In the subject of figs, we have devised a scientific method of pruning, but have not succeeded, as we once hoped in forcing two crops into the dry season.

Our advisory work in horticulture is of large dimensions. It is a strange fact that although fruit culture is so important in many of the districts of this Presidency, the very simplest rules of soil treatment, irrigation, manuring, intercropping and pruning are often unknown or disregarded. Apart from all advanced scientific results, simple advice has had remarkable good effects on many plantations.

On several of our farms also we have established small fruit gardens where we have tested the suitability of many kinds of fruit trees to local conditions, and we distribute nursery stock of the kinds found to do well.

7. *Cattle.*—A bull breeding farm exists at Chharodi where good bulls of the Kankreji breed are bred and distributed to cattle breeders in Gujarát on terms fixed. There is a keen demand for these bulls. A similar farm is being established in the Dhárwár District for Mysore cattle, and subsequently such farms will be established for Khillari and Krishna Valley cattle. At Tegur in the Dhárwár District the effect of giving better food to the local cattle and grading them up by means of a Mysore bull has been tried. The result has been very successful, and though we started with a non-descript herd of undersized cattle, good bullocks of the Mysore type are now being produced. We procure buffalo bulls of good milking strain for dairy farmers, and keep such bulls for use by the public on some of our farms.

8. *Fodder.*—We have demonstrated the possibilities of hay-making on a large scale, and the best methods of storing hay, the storage in silos of green grass, jowari, maize and sugarcane tops. We have also worked out the best methods of fodder production, and are working at the renovation of poor pastures.

We store hay at Chharodi and shredded kadbi at Kopargaon, for use in famine time.

The system of feeding cattle on prickly pear, as an emergency fodder, which we had previously worked out, was applied with much success during the recent fodder famine, and will, doubtless, form a regular feature of cattle relief on such occasions in future.

9. *Agricultural Engineering.*—The Agricultural Engineer has located extensive sources of underground water in Upper Gujarat and parts of the Thána District, sufficient to turn these areas into a garden. He has also explored the sources of underground water in other parts of the Presidency, and shown that in many localities there is a fair chance of obtaining by boring moderate supplies of water sufficient at least for domestic purposes, and in some cases for irrigation. As a result of this boring campaign a great addition to the irrigation resources of Gujarát and Thána has been effected. Much experience in this work has been gained, and suitable implements designed.

Experiments with power plants, driving pumps, cane crushers, etc., have given valuable experience and the Agricultural Engineer has designed and erected for land-owners many such plants, and has given much advice and assistance to cultivators in the purchase, management and repair of all kinds of agricultural machinery. He also arranges for the training of fitters and engine drivers. He has worked out the problems and cost of steam ploughing in Gujarát and the Karnátak, and shown that under suitable conditions it is a business proposition.

G. F. KEATINGE,
Director of Agriculture.

Discussion of Subject No. 1.

The Honourable Dewán Bahádur Godbole stated that cultivators often complained that the results obtained on Government Farms were not applicable to their case, because they had not got the capital to apply which Government was able to use. He therefore thought that efforts should be made to apply the methods advocated to the cultivators' own fields and adapted to their resources. He instanced a case that he had heard of in Berar where a farm which formerly produced only Rs. 7,000 worth of cotton was made to produce cotton worth Rs. 23,000 and said that this was the sort of thing that was wanted. He said that the boring work done by the Agricultural Engineer was really valuable, but it was confined to a few tracts, and he would like to see this work enlarged so that the cultivators of other tracts would not have to wait indefinitely for such assistance.

The Honourable Mr. Purshotamdas Thakurdas called attention to the fact that the Departmental programmes showed that in Southern Gujarát work was being done both with Broach Deshi cotton and with Goghári cotton. He said that he would like to know what was the difference of yields between these two cottons, which paid the best and whether the Department could meet the demand for seed.

Mr. Bhimbhai Desai, Deputy Director, Northern Division, said that the ginning percentage of Goghári was 40 to 45 per cent. and of Broach Deshi 32 to 33 per cent., but that this year Broach Deshi was fetching about Rs. 150 per khandi more than Goghári, and at these rates paid better. He agreed that Broach Deshi was likely to be the more profitable cotton in the long run, and said that Goghári was being maintained on the farms only for purposes of experimental breeding, for which purposes its high ginning percentage was an important factor. As regards supply of seed he said that there was a fair supply of improved Deshi seed at Surat, but very little at Broach.

Ráo Sáheb Dadubhai Desai asked whether the horticultural staff could not effect further improvements in the mango and suggested that Government should pay more attention to popularising fruit growing in Gujarát.

Mr. P. C. Patil, Deputy Director of Agriculture, Central Division, replying to the Honourable Dewán Bahádur Godbole, stated that on our seed and demonstration farms the Agricultural Department did not spend an excessive amount of money. Accounts showed that such farms as those at Jalgaon and Kopargaon paid their own way and showed a profit. The Department, however, did demonstrate their improved methods in cultivators' fields on a large scale and he instanced 40 cotton plots in Khándesh, 40 sugarcane plots on the Deccan Canals and many others.

Dr. Burns, Economic Botanist, replying to Ráo Sáheb Dadubhai Desai, said that it would be very difficult to improve on the present varieties of the mango, that such attempts were being made on a considerable scale in Florida, but had hitherto met with no success. As regards fruit growing in Gujarát he called attention to the economic side of the question and said that except in a few big cities there was little demand for fruit in Gujarát.

Mr. Schutte, Agricultural Engineer, replying to the Honourable Dewán Bahádur Godbole agreed that the demand for well boring was in excess of his powers of compliance, and referred to his Note on subject No. 11 for discussion by the Board, pointing out that he was asking for additional staff to deal with such work on a larger scale.

Mr. K. B. Bhadrapur said that when improved implements got out of order cultivators found it very difficult to get spare parts, and suggested that spare parts should be kept at large villages with local men.

Mr. Otto Rothfeld agreed with this and said that Co-operative Societies would be glad to keep spare parts if they knew where to get them.

Ráo Sáheb M. L. Kulkarni, Deputy Director of Agriculture, Southern Division, said that the war and subsequent conditions of the markets had caused difficulties in getting spare parts in some cases, but we did stock spare parts on our farms and depôts so far as possible, and hoped that now this supply would increase.

The Honourable Dewán Bahádur Godbole said that firms like that of Mr. Modak should stock spare parts.

No resolution was passed.

Subject No. 2.

Departmental Programmes.

It was decided not to discuss these programmes, since many of the matters contained in them again came up for discussion amongst the latter subjects in the programme.

Subject No. 3.

Programme of Cotton Improvement with reference to Report of the Indian Cotton Committee.

Letter from the Director of Agriculture to the Chief Secretary to Government, Revenue Department, Bombay, dated 17th February 1920.

Sir,

I have the honour to lay before you my proposals regarding the development of the investigation and propaganda work on cotton improvement, as instructed in Government Order No. 9419 of 12th September 1919, Revenue Department, in connection with the Report of the Indian Cotton Committee, 1919, and the Resolution of the Government of India thereon. These proposals are not concerned with Sind, as the matters on which I am asked to report in connection with that province cannot be dealt with until after a conference to be held at an early date with the Commissioner in Sind.

2. The recommendations of the Cotton Committee, so far as the Agricultural Department is concerned, indicate that the work for which it is responsible may be divided into four portions, that is to say, into (1) a survey of the cottons at present in cultivation, (2) the improvement of these cottons by selection or breeding, (3) the multiplication of the improved seed thus produced and the securing of a permanent supply of such improved seed, and (4) propaganda for the extension of the growth of the improved cottons so produced. It should be recognised that over a large part of the Bombay Presidency much has been done already in all these four directions and that what we have now largely to do is to provide for the extension of the work now being carried on, on a larger and more extended scale.

3. For all this work, in the Bombay Presidency, I propose in the first place that the country should be divided into four sections, corresponding with four definite cultural areas now growing different classes of cotton. These are (1) Northern Gujarát, the home of the Dholleras. This would include all the cotton area north of Baroda, (2) Southern Gujarát, the home of the Broach, Surat and Navsári cottons. For convenience the Panch Maháls would be included with this section, though the cotton there is not the same and the conditions are not identical, (3) Khándesh, the great Oomra area of the Bombay Presidency. With this, as the cotton chiefly grown is the same. I would include Násik, Ahmednagar and Sholápur; (4) Southern Marátha Country, where the cottons which would have to be dealt with are Kumta, Dhárwár-American and, to a less extent, Cambodia.

4. The cotton work in each of these tracts is in the hands of the Deputy Director of Agriculture for the Division which includes them. The staff employed and the present state of work is as follows:—

(*a*) In Northern Gujarát, little has been done, except a very preliminary survey of varieties in cultivation. No special staff is employed, the ordinary district overseers doing all that is done, with an occasional visit from the Cotton Supervisor, from Surat.

(*b*) In Southern Gujarát, work on selection and breeding of improved Surat and Navsári cottons has been in progress since 1904 and the investigation of Broach cotton and of the possibilities of Goghári cotton for the last five years. For this work a cotton supervisor is employed, with one graduate assistant, (temporary) for breeding work and these work in close association with the

Superintendents of the Surat and Broach Farms. Recently in connection with the crisis in the quality of Surat cotton Government have sanctioned a temporary staff of Cotton Superintendent and three graduate assistants for the extension of the cultivation of our improved strains of Surat and Navsári cotton seed and the multiplication of the supply of seed.

(*c*) In Khándesh the work hitherto has consisted in the selection of N. R. cotton from the Khándesh cotton mixture and the multiplication and spreading of the seed. So far it has been very successful the seed is very popular, and its extension has been taken up by the co-operative seed societies and unions. Selection has been carried further, but no further *practical* result has yet been achieved. The work here is in the hands of a cotton supervisor working along with the ordinary district staff of the Agricultural Department, who, with the Superintendent of the Jalgaon Farm (which is essentially a cotton seed farm), is responsible for the selection of cottons and also for the extension work in the district.

In Sholápur, which, though under the supervising control of the Deputy Director of Agriculture, Southern Division, nevertheless is an area dealing with Khándesh cottons, all that we are doing is multiplying and spreading the same " N. R." cotton which is being spread in Khándesh.

(*d*) In the Southern Marátha country the selection and breeding work is in the hands of a cotton supervisor with one graduate assistant working on the Dhárwár Farm. Seed is multiplied to a limited extent on the Dhárwár and Gadag Farms and the further multiplication and extension work is supposed to be in the hands of a Cotton Superintendent and three graduate assistants though we have not been able as yet to find men to fill all the positions temporarily sanctioned for this purpose in Government Order No. 11019 of 18th October 1919, Revenue Department.

5. In considering the increase of permanent staff now required we have to take the recommendations of the Indian Cotton Committee together with the increases of the regular staff of the Department which have taken place or been sanctioned since its recommendations were made. This makes the present proposals less formidable than those of the Indian Cotton Committee. I may say in fact that in view of the sanction now applied for from the Secretary of State by the Government of India for two new Deputy Directorships, I do not propose to proceed with the proposals of the Indian Cotton Committee (paragraph 202) for the appointment of the Deputy Directors specially for cotton. In other matters our local knowledge enables me to modify the proposal of the Indian Cotton Committee, with reduction in cost, without loss, I think, of efficiency.

6. I propose in fact as follows :—

(1) *Cotton Survey, Selection and Breeding.*

(*a*) One Economic Botanist, in the Imperial Agricultural Service, on the usual pay, who should have general supervision of cotton survey work, cotton selection, and cotton breeding throughout the Bombay Presidency. He would be located in Northern Gujarát, on a station to be established near Sánand (Ahmedabad), and would have sole control of breeding work in the tract north of Baroda. In other parts of the Bombay Presidency, he would be a consulting and advisory officer to the Deputy Director of each Division so far as his special work is concerned. He would need two graduate assistants.

(*b*) A cotton breeder should be placed in the following three centres—(1) Surat, (2) Jalgaon, (3) Dhárwár—who would work under the direct control of the Deputy Director in consultation with the Economic Botanist mentioned above. Each would be a gazetted officer in the provincial service on a pay of Rs. 200—$\frac{30}{2}$—350 per month and would be provided with a station on the farms at the above centres, properly equipped for botanical work. We have suitable men for two of these positions in the cotton supervisors at Surat and Dhárwár—the man at Jalgaon would have to be made. Each of these men would have to be provided with a graduate assistant and the necessary other assistance.

The cost of this section of the work would be as follows :—

	Rs.	
(*a*) Economic Botanist on Rs. 500—50—1,000 or an average of Rs. 750 per month	9,000	per annum.
Travelling allowance for Economic Botanist and staff	2,000	,,
Two graduate assistants on Rs. 75—5—100 or an average of Rs. 175 per month	2,100	,,
Cost of other staff at Rs. 300 per month ..	3,600	,,
Cost of apparatus and materials and office expenditure per annum	1,500	,,
Total running cost of the proposed Economic Botanist's office per annum..	18,200	,,
(*b*) Cotton breeders at Surat, Jalgaon and Dhárwár. Three men on Rs. 200—$\frac{30}{2}$—350 or an average of Rs. 275 per month	9,800	,,
Graduate assistants to cotton breeders, three men at Rs. 75—5—100 or an average of Rs. 87½ per month	3,150	,,
Travelling allowance for three men and assistants	2,000	,,
Cost of other staff at Rs. 300 per month ..	3,600	per month.
Cost of apparatus and materials and office expenditure per annum ..	1,500	per annum.
Total *running* cost of proposed cotton breeders' office per annum..	20,050	,,
Total cost per annum of cotton survey, selection and breeding department	38,250	,,

(2) *Cotton Seed Multiplication.*—If we accept the Cotton Committee's proposal, this will involve a number of seed farms, and the necessary staff. I am not quite sure how far all this is really necessary, but it is generally considered by the officers to be so, and I would therefore propose :—

(1) Seed Farm at Sánand in North Gujarát with necessary staff—400 acres.

The capital cost including the breeding station I estimate Rs. 2½ lákhs.

The running cost of the farm I estimate at Rs. 10,000 per annum including one graduate assistant as Superintendent.

(2) Seed Farm near Navsári in the Surat District with the necessary staff—200 acres.

The capital cost including buildings I estimate at Rs. 1,00,000.

The running cost of the farm I estimate at Rs. 5,000 per annum including one graduate assistant as Superintendent.

(3) Seed Farm in the Dhárwár District with the necessary staff—400 acres.

The capital cost including buildings I estimate at Rs. 1,00,000.

The running cost of the farm I estimate at Rs. 10,000 per annum, including one graduate assistant as Superintendent. In Khándesh the Jalgaon Farm will serve the purpose required and will also serve for Sholápur.

The total *new* annual running cost of this section would be Rs. 25,000 per annum, but it may be taken as certain that these seed farms will pay and that there will be a net annual profit.

(3) *Cotton Seed Distribution.*—In this it is chiefly a matter of staff and I propose that in each of the four divisions I have indicated we have a special cotton distribution staff of (1) one Cotton Superintendent gazetted on Rs. 200—$\frac{30}{2}$—350 assisted by four graduate assistants normally on Rs. 75—5—100.

Their duties are sufficiently described in the Cotton Committee's Report and we have already made a move in this direction in Surat and in Dhárwár. I propose also that two graduate assistants specially for this work should be added to the Deputy Director's general staff in Sholápur and Ahmednagar.

This would involve :—

	Rs.	
(*a*) Four Cotton Superintendents on Rs. 200—$\frac{30}{2}$—350 or an average of Rs. 1,100 per month or ..	13,200	per annum.
(*b*) Eighteen graduate assistants on Rs. 75—5—100 or an average of Rs. 1,575 per month or ..	18,900	,,
(*c*) Travelling allowances	4,000	,,
(*d*) Office and other expenses	32,000	,,

The total running cost per annum would therefore be Rs. 39,300 for this section of the work.

All would not be needed at once, but probably would be required before five years, and Government might be asked to sanction the expense in each area as matters become ripe for it.

The total proposed cost of these developments would therefore be per annum :—

	Rs.
(1) Capital cost apart from that under (2) ..	10,000
Running cost	38,250
(2) Cotton Seed Multiplication—	
Capital cost	4,50,000
Running cost	25,000
(3) Cotton seed distribution—	
Running cost	39,300
Grand total—	
(1) Capital cost	4,60,000
(2) Running cost per annum	1,02,550

These amounts, though large, are much less than contemplated by the Indian Cotton Committee, and I venture to recommend the scheme above outlined for the sanction of Government.

Discussion of Subject No. 3.

The Honourable Mr. Purshotamdas Thakurdas stated the Director of Agriculture had asked for a considerable addition to his staff in order to produce and to introduce improved strains of cotton, as recommended by the Cotton Committee. The Indian Cotton Committee, however, had also recommended legislation controlling the movement of cotton, in order to check the fraudulent mixing of cotton. This mixing was now going on on a large scale, and much short-stapled cotton was being brought to Surat to mix with the stapled cotton there. The cotton that was now put on the market was not pure cotton, and it was of little use to introduce pure cotton in the field if it did not come to the market pure. The fault lay with the petty merchants and at the gins; and the legislation proposed by the Cotton Committee would check the abuses. Until the mixing of cotton was checked in this way he was afraid that it was a waste of money and energy to try to introduce pure strains.

Ráo Sáheb Dadubhai Desai thought that Kaira should be included in the group proposed for Broach and Surat Districts since much Broach Cotton was grown there; he also asked that a special cotton breeder for the Kaira District might be appointed.

Ráo Sáheb Ambashankar U. Malji agreed with the Honourable Mr. Purshotamdas that so long as quantities of short stapled cotton were brought by rail and road to the long stapled tracts for mixing, further expenditure on the improvement of cotton in the field would be wasted. Such movement should be checked.

The Honourable Mr. G. S. Curtis asked how he proposed to stop such movements, especially by road.

Ráo Sáheb Ambashankar U. Malji said that cotton might be checked either when leaving the village or when leaving the ginnery.

Ráo Sáheb Dadubhai Desai said that the large traders could check mixing if they refuse to buy mixed cotton.

Mr. Otto Rothfeld agreed with this and said that he was not in favour of compulsory measures. It was in his view a matter for the traders to deal with.

The Hon'ble Mr. Purshotamdas Thakurdas said that it was not the fault of the large merchants. They had to deal in whatever cotton was brought to them. It is not the large merchants who are hurt by this mixing. They get their commission whether the cotton is mixed or not. It is the cultivator who will suffer from the mixing, and is suffering now. The demand for long stapled cotton is large, but millions of bales of short stapled cotton are lying unsold, and during the past year the cultivators of Gujarat suffered a loss of about 1½ crores on this account. Where there are few merchants in the field much can be done to prevent abuses by a combination of merchants. This was effected at Tinnevelly, where there were only about 10 buying firms, but in Gujarát the number of buyers is very great, and nothing but legislation would suffice.

The Honourable Mr. G. S. Curtis said that the question was whether Government was justified in keeping a large establishment for cotton breeding. The Honourable Mr. Purshotamdas Thakurdas wanted to control the movement of cotton by rail. For this co-operation between the people and Government was necessary. The Department set up to administer the old Cotton Frauds Act had failed to achieve its object. He saw many difficulties in the way of the action now proposed. Apart from the question of mixing, however, he thought that the Agricultural Department ought to maintain pure strains of cotton and to improve them.

The Honourable Mr. Purshotamdas Thakurdas agreed that the Agricultural Department should be in a position to supply pure cotton seed to cultivators and that expenditure on this object was fully justified.

No resolution was passed.

Subject No. 4.

The Improvement of the Manure Supply in the intensively cultivated tracts of the Bombay Presidency, including the Development of the Organisation for Advice as to Manures. The Question of Freight of Manures.

The supply of manures in the intensively irrigated parts of the Bombay Presidency is at present deplorably insufficient. The price of cattle manure is already very high and with, on the one hand, the very large development of canal irrigation which is going on, and on the other, with the very great reduction in the number of cattle which has recently taken place, this supply will rapidly tend to become more insufficient than ever. The deficiency has been made up to a considerable extent by the use of oil cake both from the village oil-presses in every part of the Presidency, and from the oil mills which have been established in many of the large centres; and also to a less extent by the use of fish manure. But the rise in price of these subtitutes has been very great and we have now arrived at a position when artificial manures compare, value for value, very favourably with the use of oil cakes or fish. Our experiments, moreover, have shown that in certain cases bone-meal seems to have specific manurial action which renders its use of special advantage: this is particularly the case with rice in the red soils of the Konkan and Kanara. If, however, artificial manures are adopted by the people it will mean that, with such expensive materials,

very much greater care will have to be taken in regard to quality and with regard to purchase than has been necessary with the relatively cheap form of manuring adopted in the past. And hence it will be necessary to develop in a way not hitherto realised an organisation both for testing materials offered for sale and for advice as to the best materials to use.

So far the only artificial manure which has been taken up on a large scale by the cultivators has been sulphate of ammonia for sugarcane. The use of this was extending very rapidly until as a result of the war the price rose to unheard-of heights. Now, however, that the price of oil cakes has also risen, it is being taken up again and 500 tons, I understand, have been disposed of, almost entirely for sugarcane, in the current season. If the price falls slightly I anticipate that next year the demand for sulphate of ammonia will be at least for 1,000 tons and possibly for a good deal more than this. Except for this one material, and for a very small demand for artificial manures for manuring cocoanuts, there has been no further development with these purely artificial fertilisers except for experimental purposes. The demand, however, for bone-meal in the rice tracts of the Konkan shows signs of real vitality, and I anticipate that it will extend and increase.

We have now in the meantime worked out a profitable method of manuring with artificial manures on many of the intensively cultivated crops in the Bombay Presidency, and the results of these experiments and recommendations based upon them will be found in the various publications of the Agricultural Department, and notably in Bulletins Nos. 76 of 1915 and 89 of 1918, copies of which will be available to the members of the Conference.

In summary, therefore, the present position as I conceive it may be stated as follows :—

(*a*) The demand for manures is increasing ; the supply of cattle manure is now reduced and will probably not attain its old proportion for some years ; prices of oil-cake and fish are very high and for the first time, value for value, artificial manures have become at least as good as any natural manure in the country.

(*b*) The people have already taken to the use of sulphate of ammonia and it is probable that its employment will rapidly increase at least for sugarcane. Bone-meal is being largely tried for rice : but apart from these the use of artificial manures has so far not gone beyond the experimental stage.

(*c*) For the adequate manuring of crops particularly in view of the large early extension of irrigated areas, artificial manures will be largely required. As their use is new and they are very expensive, it will be necessary to develop an organisation for testing such manures put on the market and for advising as to the best manures to apply in particular cases.

(*d*) While definite conclusions as to the best manures to use in certain crops and certain areas are available yet a considerable extension of the activity of the Agricultural Department, in investigating in this direction both on experimental farms and in cultivators' fields is desirable.

So far as an organisation for testing of manures is concerned I would call the attention of the Conference to proposals for legislation on the lines of the Fertilisers and Feeding Stuffs Act of England which are now being considered by the Government of Bombay. These proposals provide for a regular system whereby all artificial manures should be sold with a guarantee of composition and gives power to Government either on its own initiative or on the initative of any purchaser of such manures to have samples taken and analyses made, the vendor being prosectued if the artificial manures fails to be up to the guarantee which he has given. I should be glad if the Board could see its way clear to support these proposals. For although little artificial manure is sold at present, yet I have found within the last two or three years that a good deal of what has been put on the market has been far below the quailty which the purchaser has the right to expect. I know well the difficulties of the past two or three years but I think that a purchaser has the right in the case of expensive materials like those we are discussing to be assured that they are of the quality which he expects to obtain.

With regard to the question of advice as to manures this will naturally be either by the various Deputy Directors of Agriculture or by their staff, either as a result of their own experiments or as a result of experiments undertaken by the Agricultural Department. Beyond this the Government of Bombay have already taken a step in supplying to one manure mixing factory (that of Messrs. The Union Agency at Poona) a chemist who will at same time test the manures issued by their firm and give advice on the basis of experimental results obtained by the Agricultural Department to the cultivators who apply to that firm for manures. I think that during the period when artificial manures are a new thing this method is a good one and might well be extended to other firms who establish manure mixing factories. A general control over the advice given should, however, be maintained either by the Director of Agriculture himself or by the Agricultural Chemist to Government.

Again, I think the time has come when the organisation for experiments on artificial manures throughout the Presidency on a practical basis should be extended, and that, under the direct supervision of the Director of Agriculture and on uniform lines, experiments should be undertaken on Government farms in the various parts of the Presidency and also in larger numbers on cultivators' fields. The latter system seems to have achieved considerable success in the past few years. One assistant is already almost wholly employed in organising and supervising such experiments and I think that the time has arrived for the extension of experiments on these lines.

It has been suggested that special facilities should be given in the way of grants of land, etc., to companies or others who are willing to establish manure mixing factories or manure making factories. I doubt myself whether this is necessary. I feel that if experiments and demonstrations show to the people that the use of artificial manures is profitable they will be taken up and that the factories required will quickly be supplied through ordinary commercial channels.

I might add a word about co-operative manure supply societies. Except in one or two cases I do not think that such societies have been a great success, and I am now somewhat doubtful, except perhaps in the case of the supply of certain forms of oil-cake, whether they are likely to be generally successful. The purchase of manures demands a high degree of commercial acumen and technical skill. The price varies extremely, and by no means regularly from year to year. The quality of any of the samples is difficult to determine and it seems that we have in this matter one of the forms of supply which if carried on by co-operative agency can only be a success when done on a very large scale such as has not been contemplated in the co-operative movement in this country.

The question of freight of manures has already been recently considered by the Government of India in view of a resolution passed by the Conference of Agricultural Chemists at Pusa in 1919, which reads as follows :—

> " That in view of the importance of increasing the use of concentrated manures as a part of the general agricultural development of the country, the Railway Board may be approached to arrange that the present minimum rate of one-tenth pie per maund per mile should be charged in all cases of minimum waggon loads of such concentrated manures."

The Government of India have been unable to accept this resolution, but they are so impressed with the necessity for artificial manures to be as cheap as possible that they have suggested to local governments that the railway companies should be addressed when necessary with a view to reduction in the rates at present charged for concentrated manures. As the immediate necessities of the case here are for a minimum freight for oil cake and sulphate of ammonia I would suggest that the Board request Government to address the railway authorities in this Presidency so as to obtain the minimum rate for these materials throughout the Bombay Presidency. This is essential in the case of oil cake in order that its use may not be diminished and in the case of sulphate of ammonia in order that its use may be more widely extended, and this extension has already been hindered by the very high price of the material in the districts where it is needed.

There is one aspect of the use of manures which I think should also be considered. Professor Knight has shown that the amount of manure used for sugarcane in the

canal tracts of the Deccan may be diminished without lowering the yield of sugarcane. I think that the methods which he has worked out should be more widely known and demonstrated than they are at present. Government has recently sanctioned the arrangement of a demonstration station in the Nira Valley partly for the purpose of demonstrating this method in economising manures. I suggest that the Board should advise Government that the arrangement of a similar demonstration centre in each of the Deccan canal tracts and of demonstrations in addition to the same effect, on cultivators' fields with the necessary staff to supervise them, is a matter of considerable urgency.

H. H. MANN.

Discussion of Subject No. 4.

Dr. Mann said that manures had always been scarce in this Presidency and owing to the recent reduction in the number of cattle by the famine, farmyard manure was scarcer than before. On the other hand, owing to the increase in canal irrigation, the demand for manure was increasing. To some extent fish and oil cake met this demand, but the price of these manures had gone very high, and it was becoming more profitable to use artificial manures. Sulphate of ammonia had been tried on a large scale for sugarcane and gave satisfactory results. Last year the consumption of Sulphate of ammonia in this Presidency amounted to only 500 tons, but if its price goes down a bit there will soon be a demand for 2,000 tons or more a year. The time had already come when cultivators needed protection against the sale of manures which were not what they purported to be. Firms selling artificial manures should be required to give a written guarantee as to the constituents of the manures. Another important point is the railway freight on manures. This is very high when compared with the price of the manures, and adds considerably to their cost. Government should be approached to ask the Railway Companies to charge the minimum rate on artificial manures.

Ráo Sáheb Dadubhai Desai suggested that the export of bones and oil cakes should be prohibited. More experiments needed to be done with them, and a complete soil survey of the whole Presidency should be made in order to see what soils these manures would suit.

The Hon'ble Dewán Bahádur Godbole asked the Director of Industries to state what progress was being made with the fish oil factories on the coast and whether the by-products of this manufacture could not be used as fish guano. He also suggested that it might be made a condition of receiving Government assistance for the launching of Hydro-Electric Schemes that the Company receiving such assistance should devote part of the electric power generated to the production for manurial purposes of nitrates derived from the atmosphere.

Mr. A. B. Modak said that one-third of the cost price of artificial manures was due to the charges for railway freight. It was the cultivator who had to pay for this and every effort should be made to bring down these charges to a minimum.

Mr. Thiselton-Dyer, Director of Industries, said that there was only one fish oil factory, established at Kárwár, but it was producing excellent oil and excellent fish guano, which had been sold to the Agricultural Department.

Dr. Mann, Agricultural Chemist, said that he had examined this fish guano and found it to be very clean, dry and richer than ordinary fish manures; but that its cost was rather higher than that of ordinary fish manure. It would be tried experimentally this year.

Resolution.

It was unanimously resolved that the Government of Bombay should be approached to ask Railway Companies to charge minimum rates of freight on the carriage of manures.

Subject No. 5.

NOTE ON THE QUESTION OF ORGANISED ATTACKS ON DEFINITE PLANT DISEASES AND OF FURTHER INVESTIGATIONS INTO THEM.

In the Bombay Presidency the damage to crops by fungous diseases of various kinds is very great. Rust causes immense loss to cereals. The damage done by the vine mildew varies from 4 to 5 lakhs of rupees per annum. The losses caused by the betel palm disease (Koleroga) amount to more than 10 lakhs of rupees per annum. The destruction caused by the potato diseases (Tambera, ring disease and storage rots) is still more disastrous. It is, however, when we turn to the smuts that we find the aggregate losses amounting to more than two crores of rupees. It was therefore one of the earliest activities of the Bombay Agricultural Department to study the methods of reducing these losses, and the

results of our efforts in this direction are very encouraging. We have now come to a stage, in certain diseases at least, when unless organised efforts, to combat these diseases, are made, progress will be very slow. The following are the diseases which have been dealt with.

Smut of Jowar and Rala.—This disease which is of wide occurrence can be easily prevented and therefore the enormous losses (viz., two crores of rupees) caused by the disease can be prevented. The remedy consists in steeping the seed before sowing in 2 per cent. copper sulphate solution for ten minutes. The treatment therefore attracted the attention of the workers in the Department from the beginning and a steeping demonstration was one of the items in all the farms and agricultural shows. It was not until 1910, however, when the mycological section of the Department was created that any definite efforts were made to push on the work. In that year seed sufficient for more than 10,000 acres was treated. In 1911 the work was extended to 150 villages. This increased work naturally created a large demand for copper sulphate and in order to meet the demand small packets of the material with instructions in vernacular sufficient to treat seed for 4 acres were prepared. Since the introduction of this method the propaganda has been carried on very extensively. The packets are prepared for the Department by Mr. A. B. Modak, the Proprietor of the Union Agency, Bombay. Before the War the price of each packet was one anna but now it has been raised to two annas. The popularity of this system can be gauged from the number of packets sold.

Year.	Packets.
1913-14	4,000
1914-15	40,000
1915-16	43,455
1916-17	48,000
1917-18	8,614
1918-19	*Nil* (famine year).

The work is in the hands of the Deputy Directors who get it done through their District Agricultural Overseers. In many places the distribution of these packets is carried on by the help of Revenue Officers and Agricultural Associations, Co-operative Societies and many public spirited men. It is in the Karnátak that much progress has been made. In 1914-15 steeping was demonstrated in 75 villages of Sholápur District, 17 of Sátára and in 21 Táluka Head-quarters of Belgaum, Bijápur and Dhárwár. In 1915-16 the propaganda was undertaken on a still more extensive scale and as a result there was hardly any important village left in the Karnátak which did not hear of the remedy or make use of it.

The work received a set back in the famine year of 1918 and requires energetic pushing to regain its former position. It is therefore suggested that it should be taken in hand on the same lines as in former years. Experience has shown that the mere sale of the packets does not mean that they will be used. What is required is the presence of somebody at the sowing time, to get the wok done by the cultivators.

Koleroga or Gal disease of Betel Palm.—This disease which attacks the Betel Palms is common throughout Kánara, notably in the up-ghát talukas (Sirsi, Siddápur and Yeolápur) where it is very destructive, and also in the Dápoli Táluka of the Ratnágiri District. The disease begins usually in the rains and the affected trees shed their fruits in great number.

The disease can be controlled by spraying the fruit bunches with Bordeaux mixture (consisting of lime and copper sulphate). Spraying is usually done in the beginning of the rains and one spraying has been found to keep the disease under control. The spraying solution is put in special sprayers which are carried, on the back by the climbers, who climb the trees and spray the bunches. According to the present prices the cost of spraying per acre comes to Rs. 10 and by spending this amount a loss of 100 to 200 rupees is prevented. The Department started the spraying demonstrations in Kánara in the year 1912 and gardens were treated at Sirsi and Siddápur. All the work was done at Government cost. Three years' work sufficiently convinced the people of the efficacy of the treatment

and from the year 1915 onwards people began to treat their gardens at their own cost and now, in the Siddápur Táluka, the owners of the gardens where spraying is done willingly bear the expenses. The popularity of the treatment is evident from the fact that the number of sprayed trees has risen from 1,000 in the year 1912 to 20,000 in the year 1919. Some of the gardeners have also purchased the sprayers. While in Sirsi where treatment was restricted to only one garden at Nilekani, the continued treatment of seven years has completely kept the garden free from the disease for the last three years. In the Ratnágiri District where work has been started only at one place *Asud village*, from the year 1917, people have been quite convinced of the treatment. Three persons have purchased the sprayers. Last year the number of gardens treated was 17 and in the coming season all gardeners in the village have consented to treat their gardens. With the limited staff (3 Fieldmen) and the limited grant of Rs. 600 per year at our disposal the work has been sufficiently demonstrated and if it is to be extended on a larger scale more staff and more grant is necessary. If they are available the question arises—"On what lines should the work be conducted?" Whether should it be carried on at different places throughout the tract so as to have a wider publicity or should it be confined to particular places wherein the whole area is to be treated for some time, so as completely to control the disease. Work on the latter line will be more feasible and popular.

Potato diseases—Ring Disease.—The most important disease of the potato crop is the ring disease to control which selection of the seed tubers is the main thing. Cultivators do not practise selection and unless sound seed is supplied there is no hope of controlling the disease. The Union Agency have undertaken to raise a pedigree strain which will be nearly free from the disease and until that strain is grown in sufficient quantity so as to meet the demand there is no alternative but to depend every year on Italian seed which is said to be little attacked in the first year of its importation.

Tambera disease.—It is a serious disease of the kharif crop of potato in the Poona tract and indeed appears to be the factor which limits the spread of the cultivation of potatoes during the kharif season. It is caused by a mite but can be easily prevented either by dusting with flowers of sulphur or by spraying with lime sulphur wash. The treatment is to be given just when the disease makes its appearance and one treatment seems to be sufficient to check the disease. It is only last year that the disease was studied and remedial measures found out. In order to make the remedy widely known a few typical villages at different centres should be taken for treatment. At present spraying, though more effective, is a new process to the cultivators and it is probable that dusting with sulphur from muslin bags will be more readily accepted.

Storage rots.—It is not possible for the individual cultivator to tackle this problem as it entails certain technical knowledge and a sufficient amount of capital. The Union Agency have already undertaken this problem and every encouragement and help should be given to them as they are on the way to solve it.

Grape vine mildew.—The controlling of this terrible disease of the grapes has been one of the successes which the Department can proudly claim. Experiments were started at Násik in 1909 and were continued for three years. From 1912 onwards till 1918, the work was demonstrational This seven years' work has raised the dying industry to a prosperous condition and now the cultivators do the spraying as one of the routine operations of the crop, at Násik which is the chief centre of grape-growing and also at Ahmednagar, Sátára and Khándesh. The spraying solution used is Bordeaux mixture. Three sprayings are given and the cost of spraying per acre comes to about Rs. 25 per acre which is nothing compared with the profits which have increased from 200 to 1,000 rupees per acre in good gardens. The security which the treatment has given to the crop has induced the people to go in for new gardens and consequently the area under grape cultivation at Nasik has been extended by over 25 per cent. The only help the people probably are in need of is the supply of spraying materials at a cheap rate.

Mildew on Jiru Crop.—The Jiru is an important paying garden crop in the Northern Gujarát but its extension is limited owing to the mildew disease, which

is very destructive to it. Experiments conducted for two years at Nadiád go to show that the disease can be prevented by a spraying with Bordeaux mixture when the crop is about two months old. An expense of 10 rupees, the cost of spraying per acre, will materially increase the cultivator's profits by the saving of the crop which means a gain of Rs. 100 to 150 rupees.

Conclusion.—In all the above diseases the present needs are increase in the areas treated and more thorough treatment of these areas. The work demands special men, or men specially deputed for certain times of the year. Organisations for buying and distributing the materials and apparatus required are essential.

W. BURNS,
Economic Botanist to Government,
Bombay, Poona.

Discussion on Subject No. 5.

At the request of the President, Dr. Burns went through the main points of his printed note, and amplified them in places.

Ráo Sáheb Dadubhai Desai thought that the Agricultural Department should appoint special fieldmen for particular tracts and eradicate the diseases mentioned once and for all. He stated that the work would be of a temporary nature, since the work would come to an end as soon as the diseases were once completely eradicated. He also suggested that the Agricultural Department should find cheaper remedies for the diseases in question.

Mr. K. B. Bhadrapur thought that the packets of copper sulphate should be kept with Co-operative Societies and Unions, with printed instructions, for their use.

Ráo Sáheb M. L. Kulkarni thought that the work should be taken up by Táluka Local Boards and that demonstrations should be given at Mámlatdárs' Kacheries.

Mr. V. G. Gokhale stated that there were practical difficulties which accounted for the fact that the remedies recommended by the Department were not more generally taken up by cultivators. As an instance of this he referred to the spraying of supari trees for *koleroga* and said that if heavy rain fell within a few hours of the spraying the work was wasted in a large degree. It was difficult to be sure when a break in the rains was going to occur.

The Honourable Dewán Bahádur Godbole thought that there was no use asking Local Boards to take up this work, but that Village Panchayats could do the work, when they were started. He thought, also, that this work could be taken up by Co-operative Societies, and could, with the help and advice of the Agricultural Department completely clear single villages of particular diseases.

Mr. G. Keatinge agreed with Dewán Bahádur Godbole that Local Boards would not be able to undertake work of this kind, but said that he did not think that these diseases could be permanently stamped out even in limited areas, and asked Dr. Burns whether this was not so.

Dr. Burns agreed that it was not possible to stamp out plant diseases, once for all. They could be greatly reduced by spraying and other operations, but would be liable to appear again if such operations were discontinued.

Mr. G. Keatinge said that in view of this it must be realised that the Agricultural Department could not do such work all over the Presidency. The most that it could do was to demonstrate the work for some years, and the work must then be undertaken by other agencies. The question was what agencies were willing to undertake it.

Ráo Sáheb Dadubhai Desai suggested that Talátis should be entrusted with this work.

The Honourable Mr. G. S. Curtis said that the Talátis had their hands full and could not be given additional work of this nature. The aim should be to get non-official agencies to do this work.

No resolution was passed.

Subject No. 6.

NOTE ON THE PREVALENCE OF EPIZOOTIC DISEASES AMONGST CATTLE AND THE POLICY TO BE ADOPTED IN REGARD TO THEM.

To any one directly interested it would seem rather late in the day to question the prevalence of epizootic diseases amongst cattle in this country, and, when I suggested the subject of their control as suitable for discussion by the Board of Agriculture, I did not consider that it would be necessary to emphasise the gravity of the position. Until comparatively recently the absence of cut-

and-dried statistics, and the fact that the experience of those directly affected remained to a great extent unexpressed, would excuse the failure of many to realise fully the annual loss that is occurring from this cause. Progress has been made in both these respects however in recent years. The mortality statistics published in the annual report of the Veterinary Department, while they cannot be accepted as complete, give a less speculative indication of the present position, and should be sufficiently convincing. I append a statement of the figures available for the last ten years. These should be sufficient to dispel any doubt that the control of contagious disease is a problem demanding the most energetic treatment. On perusal of these figures one would be inclined to think that in the last quinquennium the mortality had increased very considerably compared with the previous one. This is not actually the case however and the marked increase in the figures is practically entirely due to the more complete manner in which disease has been reported and investigated. That they are still very incomplete is a fact that can easily be understood when we consider the agency by which they are ascertained. Regarding public opinion, it is interesting to observe how quite lately it has been given expression to in one way and another. While the direct loss due to the death of animals from disease still remains unremarked, except in official documents, the stringency of the milk supply is exercising the minds of the urban and literate classes with the result that a good deal of attention has from time to time been called to the depletion of herds by slaughter or export. It is strange that attention should alight on factors the good or evil economic influence of which is highly debatable, while the enormous dead loss from contagious disease should excite little or no comment. In this respect therefore a little ventilation of the actual position in regard to disease might be useful in guiding public opinion and action in a more truly beneficial direction in the matter of stock conservation. When we consider that while the cattle that are exported or slaughtered are selected and surplus stock, whose value still remains to the country, there is no discrimination in the case of mortality from disease, which entails not only an enormous dead loss in cattle but almost incalculable damage and loss from dislocation of work, etc., there can be no doubt in any mind as to which calls for the most earnest consideration. It is not easy to put in figures what this loss might be but a moderate estimate in sterling of the actual loss in cattle alone based on our figures of the last five years in the Presidency Proper would be £500,000.

Further labouring of a fact that has been more or less patent to the most casual observer for the last half century should not be necessary to the consideration of the question whether all is being done that should be to mitigate the evil.

Before discussing the question of policy in regard to the control of epizootic disease amongst cattle, it would be as well to review briefly the history of what has already been done, in order to appreciate what the policy of Government has been hitherto.

About the middle of last century mortality amongst cattle from disease was occupying the attention of many European countries including the United Kingdom. In 1868 a Commission was appointed to report on diseases in cattle in India and the measures required for their prevention and treatment. The result was the publication in 1871 of a very interesting report, with voluminous appendices of highly instructive evidence in which the whole question was dealt with from every aspect in a very elaborate manner.

The influence of this report on any attempt of Government to deal with the question is rather obscure, and it would seem that no definite move to carry out any of the Commission's recommendations was made until nearly 20 years afterwards. This was probably due to the want of convincing evidence as to the urgency of the demand for any attempt to put into operation proposals that were largely impracticable, or, where they were practicable, would entail a very heavy expenditure. Amongst other things, the commission strongly emphasised the need for spreading veterinary knowledge in the country, and, in 1882, when the Agricultural Department was organised, this need was commended to the attention of the new department. In Government of India despatch No. 21 of April 1882 the importance of taking measures for the investigation and treatment of cattle disease throughout India was urged by Lord Hartington but financial stringency

prevented any definite scheme being adopted. The question seems to have been discussed by various committees—in 1883, and again in 1885—but it was not until the scheme for handing over horse-breeding operations to the Civil Administration in the Revenue and Agricultural Department was adopted that the horse-breeding department, as it then existed, offered itself as a nucleus of a Civil Veterinary Department. The proposals for expanding the horse-breeding department to embrace the duties of dealing with cattle disease and veterinary instruction were detailed in Government of India despatch No. 82 (Revenue and Agriculture); dated 21st October 1891, and were sanctioned by the Secretary of State in 1892. This was the first real step towards the execution of any of the recommendations of the Commission on Cattle Plague made in 1871. The scheme entailed the appointment of 18 Imperial Veterinary Officers, a number admittedly inadequate for the work that the department was required to undertake, the excuse being that strict economy in a costly superior staff was necessary to the development of an adequate indigenous agency. Now although it has been more or less recognised, the need for a Veterinary Department, whose primary function would be to deal with diseases of animals in India, this scheme must be regarded more as an expedient for the more adequate conduct of horse-breeding, which was always urged as having the first and paramount call upon the attention of the department, rather than as a convincing attempt to deal with the problem under discussion. There seems to have been a lack of faith in the possibilities of rendering effective Veterinary Service in India which was ultimately given expression to by the Commission on horse-breeding. It was on the strength of such an expression of opinion that an attempt was made to reduce the staff of the Veterinary Department when horse-breeding was taken over by the Remount Department. A fortunate feature of the department as constituted, however, was the embodiment of a bacteriological branch. The remarkable progress made in ascertaining the nature of the diseases affecting stock in the country, and in evolving methods for their treatment, has had a very far-reaching effect. Further, as facilities were made available for the treatment of animals the demand for Veterinary Service immediately asserted itself. The result was that it was not difficult to produce abundant evidence in refutation of the idea that any attempt to render veterinary aid to stock owners in India was impracticable.

It took a considerable time for the Veterinary Department to be thoroughly established, and, as an agency for dealing with cattle diseases, it had to work under the greatest difficulties. Perhaps the most prominent result of the working of the department was the thorough realization, by all engaged in the work, of the necessity of an adequate native agency to any effective progress. At the instigation of the Inspector General of the Department the question of organizing an adequate Subordinate Veterinary Service was referred by the Government of India to Provincial Governments for consideration in 1893. What was considered necessary then by the Government of India was that the services of a Veterinarian should be available in each Tahsil or Táluka in India. This proposal was discussed at great length by the Government of Bombay but it was not till 1905 that the proposals were entertained. The result was that, in 1907, a scheme was sanctioned for the Government of Bombay for the provincialization of a pensionable Subordinate Veterinary Service that was ultimately to provide a Veterinary Assistant for each Táluka in the Presidency, with a more or less efficient supervising staff. Before this scheme came into force there were 34 dispensaries, *i.e.*, Veterinary Assistants, in the Presidency, and one Inspector. Now we have 64 táluka dispensaries with 88 Veterinary Assistants (of whom 20 are a leave reserve), 5 Veterinary Inspectors and one Deputy Superintendent. This brings us up to the present position in regard to the provision of Veterinary aid as a means for dealing with cattle diseases in the Presidency. It is the only direction in which any action has been taken, and, only from a study of its development can we get an idea of what has been the policy hitherto in regard to the problems entailed.

This brief review of the history of the department does not indicate much except that the slowness marking its progress would show, that, as a solution of the question of reducing the mortality from contagious disease amongst cattle, the spread of Veterinary knowledge was not regarded with much faith. Perusal of the correspondence that marked its history shows that throughout there was

always a considerable element of expediency in its development. In regard to Bombay Presidency itself, from the beginning, the prevailing attitude seems to have been that the duty of Government ended with the provision of facilities for training men who should work as private practitioners or in the employment of local bodies. This policy of placing the responsibility (or the greatest share of it) of providing veterinary service on local boards, while it was realised that local board finances could not bear the burden, would indicate that, although a scheme was ultimately accepted whereby a modicum of the requirements for veterinary service would be afforded, there was a lack of any determination to see the scheme carried out. Throughout, the manner in which the measure of possible progress of the department was subordinated to financial and other expediencies, almost without reference to, or consideration of, its requirements for the work that it was supposed to do, raises a doubt as to whether Government ever seriously entertained any policy based on a complete consideration of the problems involved. Thus the scheme adopted in 1907 was regarded as unnecessarily generous, and, at the present rate of its development, it will take another 26 years before it will be completely carried out.

In considering the question therefore the first essential is to secure a more correct attitude towards it. I do not mean to infer that the need for energetic treatment of this question is not realised to a considerable extent but it appears that the fundamental truth is not fully realised that, in a country like India, where the people themselves fail to apprehend the nature of the problems involved, and where there is practically no articulate public opinion, to effect any progress with sanitary measures, whether amongst human beings or animals, the driving force must come from a paternal Central Government. Only those directly engaged in work of this nature can realise with what degree of the spirit and enthusiasm of the missionary it must be attacked and the little response that can be obtained. I am not unaware of the progress that has been made with public organization in the form of agricultural and co-operative associations but only too often the life and soul of these organizations are embodied in a very meagre sprinkling of individuals and they are not sufficiently established and active to take up the burden of this work. For some considerable time to come the responsibility must remain with the Central Government and if only this fact were fully realised a considerable step forward will have been taken.

With these remarks we can proceed to consider the lines which a more active policy should take.

If we hark back to the report of the Cattle Plague Commission, to the only occasion in which the problem seems to have been fully discussed, we find that, while the ultimate ideal of "stamping out" was recognised to be impossible of attainment, a certain degree of repression was regarded as more practicable than anything that could be done on protective lines. The limitations to the application of such a policy in India were then discussed in the greatest detail, and, except that the Madras Government passed an act for the control of contagious disease which remained until only recently a dead letter, nothing was done on these lines. The position is vastly changed now, however, and while practically the same difficulties remain in the way of a suppressive policy the progress made in our knowledge of the nature of the diseases concerned and in evolving methods of preventive and curative treatment, renders a protective policy the more feasible. So far as any policy has been followed hitherto it has been perforce on protective lines, but the time has come, when, without again unnecessarily discussing in detail, measures which may be correct and thorough in principle, and the difficulties in their application, we should review the position and see to what extent a combined policy of protection and repression is indicated and practicable in the light of past experience.

It has been along these lines that the efforts of the Veterinary Department have been directed. It has been our endeavour to introduce methods of protection and other sanitary measures such as segregation and disinfection as domestic habits. As their adoption by the people is purely voluntary our attitude is of necessity that of the missionary, our work being largely educative. The only tangible representation of the results is to be found in the inoculation returns published annually. It is not so easy to show what success has been attained in

introducing repressive measures, but I fear that we cannot claim to have effect very much in this direction. The success that has been attained with the introduction of anti-inoculation is interesting, however, as establishing the acceptance of such methods by the people in spite of strong initial opposition. Perhaps, this fact shows, better than can be done in any other way, that anti-inoculation is an effective method of dealing with epizootics, for there is no doubt that its popularity is due to the proximate nature of the results and their easy apprehension compared with what can be demonstrated by other sanitary measures too irksome to be carried out. The full utilization of such methods must therefore be regarded as one of the chief instruments in dealing with epizootic diseases, and one of our chief considerations must be how this work can pass from the educative stage to become more effective. As it is conducted at present it has many shortcomings. If we compare the inoculation figures with the mortality statistics for the whole Presidency we find that the latter are not affected notwithstanding a very considerable increase in the former. This of course is due to improvement in reporting mortality statistics from year to year, and they are still too incomplete to form a basis of estimating the effect of the work. To get an idea of this it must be investigated in the field in individual outbreaks. But even then we are forced to the opinion that, while under favourable conditions anti-inoculation is very effective, it is on comparatively rare occasions that the work can be done in circumstances essential to its success. This is largely due to the fact that the work is carried out on a voluntary basis, but one of the chief reasons why more success has not been attained is the inadequacy of the staff to cope with the demand for their services. Now, whether the work is to remain voluntary or not, if the application of modern methods of preventive treatment is to be regarded (and to me it seems it must be) as one of the chief aims of our policy, it would be as well to recognise at once the need for an adequate and properly organised Veterinary staff. It is possible that the habit of viewing such a proposition from a purely financial aspect will raise in the minds of a few a doubt as to whether the country can afford such a luxury. To allay any doubts on this score, however, I should like to point out that the value of an efficient veterinary service to a country like India is not limited by what it can effect in dealing with contagious diseases alone. Reference to the past work of the Veterinary Department, as it has hitherto existed, should be sufficient proof of this. Not only has it been responsible for any progress that may have been made in stock-breeding but the following figures show what has been done in the matter of treating all classes of stock for every-day non-contagious ailments, which, it is well-known, cause very considerable loss.

Year	Staff.	Inoculations performed and per cent. per man.		Treated on tour and per cent. per man.		Treated at the dispensaries and per cent. per man.		Castrations.
		Inoculations.	Per cent.	Treated.	Per cent.	Treated.	Per cent.	
1908-09 ..	33	6,897	209	15,983	484·3	56,550	1,713·3	15
1918-19 ..	64	29,509	461·07	53,426	834·7	1,36,426	2,131·6	1,470

It is difficult to put in figures the value of this work and it can only be appreciated by careful observations in the field. What the above figures do show, however, is that the work has increased in direct proportion to the facilities made available ; and, when we consider that the effective sphere of influence of a Veterinary Assistant, with a well-equipped hospital, so far as this class of work is concerned, is practically limited to an area of 6 to 8 miles radius, we can see what an enormous field still remains untouched in the Presidency. In point of fact the success that has been attained in this respect has forced upon us, who are engaged in the work, the feeling that it is in this direction that our services are of a greater economic value to the country than what we can do in regard to epizootics under present conditions ; and it only bears out the opinion shared by many that a complete veterinary service, adequately trained in modern ideas of Zootechny generally, must be essential to the economy of India which is so dependent on her agricultural stock, the capital value of which, in Bombay Presidency alone, I estimate at roughly, £50,000,000 sterling. There should therefore be no compunction on the ground of expense

in accepting the more rapid development of the Veterinary Department as part of our policy. Further, from the nature of the work that is required to be done, an important point to be recognized is, that the standard of skill and training necessary should not be governed by financial expediency but should be based on scientific progress in the matter of animal hygiene and sanitation generally.

Granted that an efficient veterinary service be provided we have had sufficient experience to know, that, without that its operations are backed up by the force of law, it must remain to a large extent ineffective, and much valuable time and energy will have been wasted.

Without suggesting that elaborate legislative measures for the control of disease are feasible, no matter how desirable they may be, I should like to indicate how certain simple measures might be introduced with considerable advantage.

The first essential to dealing with disease in any manner is early information. There can be no doubt that much of our work remains sterile at present owing to the dilatory manner in which the incidence of disease is reported. This is one of the multifarious duties of the village patel, but only too often is it neglected until a Veterinary Assistant has visited his village on information of the presence of disease already having reached him from other sources. This neglect cannot be regarded as due to any failure to apprehend the presence of disease and its serious consequences, although this is the excuse usually offered, but to a complete apathy to public interest. There is, on these grounds I consider, sufficient justification for fixing the responsibility of reporting disease and making its neglect punishable.

The importance of early reporting cannot be too strongly emphasised, because, on sufficiently early receipt of information hangs the possibility of applying other measures that may be desirable. Such measures would include the control of movement and segregation of sick animals, etc., and, as the difficulty and inconvenience of applying such measures are in direct proportion to the area to which they apply, it is very important that action should be taken before the disease spreads to any extent. In fact I doubt very much if the proper application of repressive measures would be practicable if the area extended much beyond the village. So far as measures of this nature are necessary in amplification of protective methods, I am inclined to think that it would not be impossible to adopt the village as a sort of unit area to which they might apply. Even now our figures denoting the number of outbreaks reported really represent the number of villages affected. I should even go so far as to say that if action were taken early enough the focus of infection could be reduced to the household, in which case matters would be simpler still.

As to the measures necessary they need not be very elaborate. The first to consider is the control of movement of sick animals or their isolation. Hitherto it has been considered necessary for this purpose to establish special pounds. Pounds would not be necessary however if the restrictions were applied within a reasonable time of the first appearance of the disease, and, in the majority of cases, it would be more practicable and convenient for sick animals to be confined to their own households. The danger of further spread of the disease in the village could be immediately controlled by inoculating all the healthy animals. Even the healthy animals in the same stable with the sick could thus be protected. On inoculating, however, we often find that a certain number of animals, although apparently healthy, develop the disease shortly after inoculation, showing that they must have been in the incubative stage of the disease when inoculated. In this way the presence of the disease is often prolonged beyond the period of immunity conferred by inoculation, rendering re-inoculation necessary. In fact it would be necessary to re-inoculate every fortnight or three weeks until at least a fortnight after the disease has disappeared. To prevent the disease spreading to other villages it would appear necessary that no cattle should be allowed out of the infected village Where inoculation is carried out however such restriction need only be confined to the animals living in infected stables or yards, both sick and apparently healthy, as we find that most of the cases in which the disease appears after inoculation or those which have lived in the same stable with sick animals, that is, which have come in very close contact with the disease.

It will be seen therefore that complete inoculation of all healthy animals, and re-inoculation if necessary, is the essential to success, and restriction of

movement is subordinate to the extent to which it can be carried out. A question for consideration therefore is whether it should not be made possible to enforce its acceptance by law. Such an idea I fear will raise terrors in the hearts of some but if we examine the question carefully we find that there is really nothing inherent in the operation to which any valid objections could be taken. The manner in which it has been accepted in all parts of India on a purely voluntary basis, with never a complaint, should be sufficient proof of this. In our experience we find that any objection to its use is usually met when it is first introduced, and, if the people are not be too busy and can put up with the little trouble it entails, their suspicion can as a rule be allayed by a little tactful persuasion—especially if we arrive on the spot before the disease has run a prolonged course. Cases of flat refusal can generally be traced to the machinations of the ubiquitous obstructionist playing upon the superstitions of the people out of sheer truculence. Where it has once been carried out successfully the people are as a rule glad to come and ask to have inoculation done again as necessity arises. Any objection that could be raised to such a step could only be based on sentiment which would die down in a very short time.

In addition to these measures there is the disposal of infective material. In this respect comparatively simple methods of disinfection would be necessary but what is most urgently required is to control the disposal of infected carcases. It is not necessary to describe the present custom, and its attendant evils, whereby such carcases become the perquisites of the village Chamars. Not only are what may be regarded as their legitimate methods of disposal to be condemned but the custom lends itself to appalling abuse and cases are by no means unknown where Chamars have actually spread infection maliciously to the great loss of agriculturists. If India can lay claim to any progressive tendency at all surely the removal of such a weakness in her domestic economy is not unthinkable.

Although repressive measures on these lines would supplement to a very advantageous extent our protective methods, there still remains the wider question of prevention of the spread of infection from neighbouring States and provinces, grazing grounds, cattle fairs and by dealers, herds, etc. From this aspect the facilities for the spread of disease appear almost unlimited. Inadequacy of staff has prevented the Veterinary Department from seriously tackling this question, and it will be some time before we have the necessary information on which to base anything like practicable proposals for dealing with it. Meanwhile I should prefer that discussion be confined more to protective measures on the lines I have tried to indicate.

The possibility of introducing legislation of this nature in India, to my mind, is apt to be regarded with unnecessary pessimism. We know there are difficulties to be overcome which it is the habit to sum up in the general statement that the country is not yet ripe for it. It is by no means a new departure, however. Madras Presidency has had an Act passed for the control of contagious diseases since 1866, and although it may have remained to a large extent a dead letter it was there when opportunity arose for putting it into operation. This opportunity arrived with the development of the Veterinary Department, and now, I am led to believe, it can be used with considerable advantage. It only requires to be altered in accordance with modern conditions to make it very useful indeed. In Burma also a similar act is in operation. Again all over India we have had the Glanders and Farcy Act and other similar acts in operation for some considerable time and our experience of their working should have a reassuring effect on those especially who anticipate difficulties in the form of corrupt abuse of powers conferred by such legislation. Perhaps the most reasonable objection is the want of a competent agency by which any measures that may be enacted can be operated. This should largely be removed, however, when we have the village Panchayats the constitution of which is now under consideration. The question is so intimately concerned with the domestic economy of the village that the Village Panchayat should be a very competent authority for the administration of legislative measures on these lines. In fact the execution of a duty of this nature would be an excellent training for these new councils, and I would suggest that to include this amongst the other duties prescribed in it would render the Village Panchayat Act more complete. It would help to develop a sense of responsibility to public interest which is so much wanting in this counrty.

Without attempting to deal with the problem of the control of contagious diseases in cattle exhaustively, I have tried to indicate, in general terms, the lines on which, to my mind, a practical policy might take. My views may be summed up as follows:—

1. To meet the increasing demands of the agricultural and other allied industries the adequate control of contagious diseases of animals calls for immediate and energetic action.

2. The responsibility in this respect must remain for a considerable time to come with the Central Government.

3. A combined policy of protection and repression, if adequately carried out, offers the best prospect of success under present conditions.

4. To carry it out, a sufficient and adequately trained veterinary staff, with the supplementary legislation to enable the full utilization of all modern protective methods of treatment, should be created with expedition.

G. TAYLOR,
Superintendent, Civil Veterinary Department.

Year.	Equine.						Bovine.							Others.	
	Glanders.	Anthrax.	Surra.	Dourine.	Others.	Total.	Rinderpest.	F. & M. disease.	H. S.	B. Q.	Anthrax.	Others.	Total.	Other ovines.	Total.
1909-10	6	1	325	..	4	336	1,520	62	3,651	1,125	523	137	7,018	..	..
1910-11	6	..	411	..	3	420	2,249	79	3,292	623	752	153	7,148	..	..
1911-12	4	3	141	..	3	151	1,810	83	1,779	1,609	536	..	5,817	..	..
1912-13	6	1	34	..	3	44	2,200	189	704	211	674	28	4,006	..	..
1913-14	13	3	127	..	1	144	2,103	153	1,008	167	495	4	3,930	..	..
Total ..	35	8	1,038	..	14	1,095	9,882	506	10,434	3,735	2,980	322	27,919	..	..
1914-15	43	..	116	..	1	160	6,833	99	1,494	198	584	..	9,203	15	15
1915-16	5	..	145	..	3	153	13,168	291	1,157	1,024	379	49	16,068	14	14
1916-17	36	..	56	..	6	98	18,509	284	2,229	4,180	452	21	25,668	35	35
1917-18	91	..	230	..	11	332	13,944	349	5,323	848	158	3	20,625	165	165
1918-19	5	..	149	..	3	157	8,597	635	689	273	185	14	10,393	..	..
Total ..	180	..	696	..	24	900	61,051	1,658	10,892	6,523	1,758	87	81,957	229	229

Discussion on Subject No. 6.

Mr. G. Taylor referred to his printed note and said that he would be glad to know the opinion of the Board as regards the proposals made therein.

The Honourable Dewán Bahádur Godbole asked whether it was suggested that legislation should be introduced making the inoculation of cattle compulsory, in the case of epizootic diseases, and on Mr. Taylor replying in the affirmative said that he considered that such legislation would be premature.

The Honourable Mr. Purshotamdas Thakurdas said that the quality of the cattle in this Presidency was fast deteriorating, and that Government was to some degree responsible for this. He asked what was the opinion of experts on this point and expressed his view that it was due to the slaughter of good milk animals in Bombay, which are sold to butchers when they go dry. Milk was becoming steadily scarcer and dearer. This also he attributed to the cause mentioned above. He regarded the situation as very serious.

Mr. G. Taylor said that he could hardly agree with the above view. It was very difficult to say whether cattle were deteriorating or not, but he did not know what evidence there was that deterioration was going on. It was true that milch cattle were slaughtered in Bombay when they went dry; but this usually happened when milch cattle were brought to a town, because it did not pay to keep dry animals in a town. The price of milk had risen all over the world. He did not think that Government were neglecting the question of cattle.

Mr. G. Keatinge said that milch animals certainly were slaughtered in Bombay when they went dry, but considering that these animals were drawn from Gujarát, Káthiáwár and Northern India, he did not think that the number slaughtered could be regarded as very serious in relation to the number of cattle of those areas. The question was considered by a Dairy Committee held in Poona a few years ago, which came to the conclusion that so long as milch cattle were kept in Bombay, this slaughter would continue, and that the proper way to deal with the problem was to keep the cattle away from Bombay and to bring in the milk by train. He hoped that the Board would express an opinion as to Mr. Taylor's proposals for legislation to deal with cattle diseases.

The Honourable Mr. B. S. Kamat said that the people were not yet ready for legislation either to make the reporting of diseases compulsory or to make inoculation compulsory. The history of plague showed how difficult it was to make people recognise the value of inoculation, while as regards compulsory reporting, the people would not know what diseases were contagious and what they have to report.

The Honourable Dewán Bahádur Godbole agreed with Mr. Kamat, but thought that when Panchayats were established they might be of use in the matter of reporting diseases.

The Honourable Mr. B. S. Kamat asked whether legislation of the nature proposed, which had been undertaken in Madras and Burma, was not a dead letter.

Mr. G. Taylor replied that the Madras legislation had remained a dead letter until the Veterinary Department was strong enough to deal with epizootic diseases; but now that the Veterinary Department in Madras had been strengthened the legislation was found very useful. He did not know what had happened in Burma.

Ráo Sáheb Dadubhai Desai thought that a Veterinary Dispensary should be established in each táluka, and until that had been done there was no use introducing legislation.

Discussion on Subject No. 7.

"THE DEVELOPMENT OF AGRICULTURAL PROPAGANDA AND THE PART WHICH (A) THE CO-OPERATIVE MOVEMENT, (B) AGRICULTURAL ASSOCIATION AND (C) DISTRICT LOCAL BOARDS, CAN TAKE IN CONNECTION WITH IT."

No printed note was submitted to the Board.

Mr. Otto Rothfeld stated that till recently the Co-operative agencies had confined their efforts mainly to the provision of credit. They were now establishing other kinds of societies on co-operative principles, and hoped to have societies for helping the agriculturists in buying implements, seed, etc., and in selling their produce. Such societies should be kept in close touch with the Agricultural Department. Some Urban Banks are talking of establishing Dispensaries. This needs close touch with the Medical Department. In Sind Co-operative Societies are trying to remove irrigation difficulties. This needs close touch with the Irrigation Department. Societies are also starting night schools. This needs help from the Educational Department. So far as agricultural propaganda is concerned he thought that the Unions might perform the function of the *Syndicat Agricole* in France. Each Union would form a rural club for the study of agricultural problems and for propaganda, and would have its primary societies grouped round it. Closer touch is needed between the Co-operative Department and other Departments concerned. Indeed the Co-operative Department is not really a Department, but a huge popular movement needing technical help from the Departments that can give it.

The Honourable Mr. B. S. Kamat said that the present agricultural Associations were only nominal bodies. They had no funds, could not employ trained men, and did very little work. Without funds they would never be able to do much. He read a Report showing that the Agricultural Organisation Society in England received a grant of £12,000 annually from Government and was asking for an increase in the grant. He proposed that a strong Society of this kind should be formed, and that Government should supply funds to make its working successful.

Mr. J. B. Knight said that it was not possible for a Central Department to get into touch with all individual cultivators, and that he found by experience that the Agricultural Associations which we had known did not fill the gap, and that in many instances they did nothing at all. He thought that it would be very useful if the Agricultural Department and other Departments availed themselves of the machinery of the Co-operative Societies for propaganda work, and said that other Departments could easily keep the Registrar informed on the matters on which the Societies could undertake such work.

The Honourable Ráo Bahádur S. D. Garud said that he entirely agreed with Mr. Kamat. Agricultural Propaganda should not be left to private charity, but Government should find the necessary funds. The Agricultural Department had very few overseers and it was necessary to enlist unofficial agency in the propaganda work. The Co-operative Department would provide the machinery for this, and the Agricultural Department should provide the funds.

Mr. K. B. Bhadrapur said that Co-operative Societies already did a good deal of agricultural propaganda work, and it would be quite possible to arrange that they should do more.

Ráo Bahádur Ambashankar U. Malji agreed with the previous speakers. The Co-operative Societies and Unions could certainly help, especially with the quasi-commercial work of the Agricultural Department, but the Agricultural Department must be prepared to find them funds, as Societies doing this kind of work would require whole-time workers.

Ráo Sáheb Dadubhai Desai thought that work of Agricultural propaganda should be handed over to District Local Boards.

Mr. G. Keatinge welcomed the offer that Co-operative Societies and Unions should undertake the work of agricultural propaganda, and thought that the time had come when agricultural associations might be merged into Co-operative Societies, and pointed out that in some countries Co-operative Societies undertook the most extensive agricultural propaganda and did all the work that could be expected from agricultural associations.

Mr. V. G. Gokhale said that in the Konkan agricultural Associations were a failure, and might with advantage be merged into the Co-operative Unions, provided that the latter were prepared to have demonstration plots and do some useful work.

Mr. Otto Rothfeld welcomed the idea of merging agricultural associations into Co-operative Unions, and believed that the latter could undertake propaganda work with success.

Mr. P. C. Patil said that some of the Agricultural Associations in the Central Division had funds and were doing good work and asked whether it were proposed to abolish them.

Ráo Sáheb M. L. Kulkarni said that in Southern Division also some Associations were doing good work and needed to be encouraged and not abolished.

Mr. G. Keatinge said that there was no question of abolishing Agricultural Associations which were doing good work, but that he thought generally that advantage could be gained by merging their activities with those of Co-operative Institutions which had funds and were prepared to take up the same kind of work.

The Honourable Mr. G. S. Curtis said that the Heads of the two Departments could arrange for making the link between the Agricultural Associations and the Co-operative Unions.

The following Resolution was proposed by the Honourable Mr. B. S. Kamat, and carried :

Resolution.

" This Conference recommends that there should be secured greater co-relation between the Agricultural Department and the Co-operative Department than at present for purposes of propaganda work and Agricultural Co-operation, and such Associations should be guided, supervised and financially helped by Government in suitable cases. "

Subjects Nos. 8 and 9.

LETTER FROM THE DIRECTOR OF PUBLIC INSTRUCTION, NO. 16397, DATED 16TH FEBRUARY 1920, TO THE SECRETARY TO GOVERNMENT, EDUCATIONAL DEPARTMENT, BOMBAY.

With reference to paragraph 3 of Government Order No. 7048, Revenue Department, of 4th July 1918, I have the honour to enclose reports from Inspectors and extracts from communications from certain of the district officers consulted and to offer the following remarks :—

2. The Educational Inspector, Northern Division, points out that Agriculture was taught in High Schools as long as 1881-86 and was attempted in primary schools about 12 years ago. Both efforts proved failures not for lack of teachers and equipment but because public opinion was opposed to a policy under which a highly technical subject was forced upon schools intended for general education. Similarly the ' Rural Standards ' and the ' Agricultural Readers ' proved also unpopular and were discontinued. The Inspector, therefore, is against the production of a special agricultural syllabus or agricultural text-books for use in ordinary primary schools. He would not teach agriculture in vernacular standards IV and downwards, but favours the establishment in each district of a special agricultural primary school on the lines of that at Loni. As regards the points raised in paragraph 10 of the resolutions of the Conference the Inspector accepts those relating to the inclusion of nature study in the course of rural schools, the adjustment of all subjects to the needs of rural life, the provision of a school garden for rural schools, the institution of vacation courses by the Agricultural Department for the benefit of rural teachers. As regards other points he explains that is Gujarát primary schools are already staffed largely by men from rural areas and enlected primary teachers are appointed to the Inspecting staff, that if agriculture is not to be introduced into the primary stage a special training school for teachers

will not be wanted, and that there is no objection to recruit for the Inspectorate a larger number of graduates in Science or Argiculture although the supervision of agricultural schools should necessarily remain with the Agricultural Department.

3. Of the district and other officers consulted by the Educational Inspector, Northern Division, Mr. Hood (Co lector, Kaira) accepts suggestions (*a*) to (*e*) in resolution no. 10 of the Conference, as do Mr. Smart (Collector, Panch Mahals) and the President of the Broach District Board. The views of Mr. Emanuel (then) President, Surat District Board, are attached. While he accepts the principles underlying (*b*), (*c*), (*d*), he sees difficulties and as regards (*e*) is not sure that rural teachers should be trained apart from urban. In this last matter he differs from Mr. Smart who holds that the training of rural should be quite distinct from that of urban teachers. The President, Thana District Local Board, does not favour school gardens because most school masters have no idea of gardening. He insists on the necessity of separate training for rural teachers and accepts suggestions (*a*) and (*b*). Mr. Bala, Principal, Training College for Men, Ahmedabad, would not have separate text-books for urban and rural schools but would revise the present series so as to adapt it better to rural needs. He accepts suggestions (*a*), (*b*) and (*c*) but is opposed to separate training institutions for rural and urban teachers.

4. Mr. Hungund, Educational Inspector, Southern Division, urges that nature study is necessary for urban as well as rural schools. He is opposed to a restriction of outlook to merely rural matters in the teaching of the three staple subjects to rural pupils and he states that the Collectors of Dhárwár and Kolába (Messrs. Haig and Bharucha) agree with him. He accepts suggestion (*c*) but refers to difficulties of finance and irrigation. As regards (*d*) he quotes Mr. Haig: apparently the Inspector and Collector agree that the staff in rural schools should not be restricted to "Castes practising agriculture". The rest of the suggestions of the Conference Mr. Hungund accepts. Mr. Pratt, lately Educational Inspector in Sind, is opposed to the adoption of separate text-books for urban and rural schools but would revise the present books. He accepts suggestion (*a*), but as to (*b*) considers that there is a risk of pushing a platitude to an illogical extreme. He does not favour gardens for village schools and as regards (*d*) points out that in Sind most teachers are drawn from the rural population and that not a few of the Inspecting staff come from villages. He is quite opposed to separate training for rural teachers and sees no advantage in vacation courses in agriculture for rural teachers but would not object to the inclusion in the Inspectorate of Science or Agricultural graduates if "the men appointed are capable in other ways".

5. Of the district officers consulted in Sind, Mr. Rothfeld (Collector, Sukkur) would have nature study in urban rather than rural schools. He favours suggestions (*c*), (*d*), (*e*), (*f*), and has no objection to (*b*), as regards (*g*) while recognising the desirability of having some rural representative on the Inspectorate, he lays stress on the necessity of recruiting generally the highest qualified University men therefor, and doubts the usefulness of Science or Agricultural graduates, in this connection. The views of other district officers were forwarded later by the present Inspector Mr. Grieve. I attach copies of statements by the Collectors of Karachi, Hyderabad, Thar and Párkar and Lárkána, which are of some special interest. It will be noted that these Collectors are all opposed to the direct teaching of agriculture in ordinary schools and indeed to the "over-agriculturalising" of the school courses generally. While the Collectors of Karachi and Lárkána practically accept (with certain qualifications) the suggestions of the Conference; the Collector of Hyderabad is definitely opposed to (*b*) and (*e*), does not believe in the practicability of (*a*) and (*c*) and deems (*d*), (*f*), (*g*) and (*h*) merely the expression of "Pious hopes" which as such, may be endorsed. The Deputy Commissioner, Upper Sind Frontier, writes that "The previous effort made in Sind in this direction, i.e., rural standards, was a complete failure and while the proposals now made are in theory excellent I do not feel there is much chance of putting them into practice". He holds that suggestions (*d*), (*e*), (*g*) and (*h*) are those that should be taken up first so as to ensure close touch between the countryside and the Educational and Agricultural Departments. The Collector of Nawabsháh thinks the resolution admirable in principle but that much will depend on their execution. He would devote one section of each Reader used in rural schools to "rural subjects" and

teach such lessons in the open air either in the school garden or the fields. But he is opposed to the restriction of the school course of rural subjects exclusively. He would have a separate body of teachers trained differently from the existing teachers.

6. Mr Lory, Educational Inspector, Central Division, rightly points out that a perusal of the synopsis of the Vernacular Readers will show that a large proportion of the lessons deal with rural or "natural" subjects and that village schools are by no means exclusively attended by agriculturalists. He is in favour of suggestions (*a*), (*b*) and (*c*) and would make nature study compulsory in training colleges and all schools with second year trained teachers. Every school should have a garden and grants for school gardening should be given. As regards (*d*) he accepts the principle but adds that full effect cannot be given to it at present. He accepts also (*e*) but does not consider separate training institutions for rural teachers feasible. The end desired, he suggests, might be gained by a system of alternatives in the courses of our District Training Schools. He accepts (*f*) subject to modification. As regards (*g*) he considers that suitable men from rural communities should be preferred for the inspecting staff but that men should not be selected simply because they belong to such communities. At the same time he lays stress on the necessity of recruiting as highly qualified graduates as possible for this purpose. He thinks that the Training Colleges should be brought into closer touch, with primary schools and that their staffs should be recruited rather from the inspecting staff than from the ranks of High School teachers. In regards to the appointment of graduates in Science or Agriculture as Inspectors or District Deputy Inspectors he points out that what we require for these posts are men of all round qualifications and administrative capacity.

7. The general conclusions that seem to emerge from the above correspondence are :—

(*i*) That the revival of the direct teaching of agriculture or the old special rural standards in ordinary schools is neither necessary nor desirable :

(*ii*) That while a 'ruralization' of the courses in ordinary vernacular schools is desirable, at any rate in rural areas, it should not be carried to such extremes as to disgust the non-agriculturalist portion of the rural community with such schools or to deprive the agriculturalist altogether of possibilities of enlarging his horizon and his ideas of things other than local. For instance it should not entail the general exclusion of history and geography though it might render it advisable in some schools to convey information in these subjects through the reading series rather than by direct and separate lessons :

(*iii*) That, in spite of a certain volume of opinion on the other side, the creation for rural schools of a separate cadre or special teachers trained separately from other vernacular teachers and of a separate school course with separate text-books, even if desirable in itself (which is certainly open to doubt), is scarcely practicable under present conditions and those under which the Educational Department will have to work in the nearer future and would entail large expenditure which could probably be applied better in other ways. On the other hand a more liberal admixture in the teaching and inspecting personnel dealing with primary schools of men recruited from the genuinely agricultural classes is, within reasonable limits, desirable, as also is the inclusion in our "readers" of rural topics likely to appeal to and practically to benefit children in rural schools. At the same time it has to be recognised (*a*) that the countryside holds other occupants than mere agriculturalists, (*b*) that because a person by caste or occupation is not an agriculturalist he is not therefore necessarily out of sympathy with or unable to appreciate rural conditions, and (*c*) that, if certain recent researches in the Southern Division, are to be relied on, an unduly large proportion of the rustic population has no definite occupation at all and does only the very minimum of work (if any). Apparently important as agriculture is, it does not afford full-time employment to a large number of rural "hands," whose labour, therefore, should be available if necessary for other (*e.g.*, industrial) purposes and whose outlook therefore should not be concentrated exclusively on the land. In view of these circumstances it would seem hardly wise to tie the rural schools to restricted courses and over-specialised text-books or too

severely to limit the personnel that deals with them for the benefit of particular interests and classes :

(*iv*) That gardens are very desirable adjuncts of rural schools, especially for the practical application of nature study, provided that they can be maintained without undue difficulties and expense and that they are properly laid out and used. The latter proviso postulates expert guidance and supervision for which we must look to the Agricultural Department unless we can have (as some other provinces have) a corps of educational officers specially trained in school-garden work and detailed as peripatetic teachers and inspectors or until our ordinary teachers and inspecting staff have had adequate training in this subject, which latter requirement presupposes that special instruction should be given in it at Training Institutions by competent instructors :

(*v*) That closer co-operation between the Agricultural and Educational Departments in matters pertaining to rural education is indicated. Separate training, colleges for rural teachers are not, I think, essential but the Agricultural Department might be asked to advise upon particular schemes for Nature Study and School Gardening in use at the several existing training Institutions and to inspect the actual instruction (both theoretical and practical) given therein. It might also advise generally upon the alternatives in the courses of studies at Training Institutions which should be open to rural teachers. It must be remembered in this connection, however, that teachers passing out of the training schools and colleges are liable to serve under Municipalities as well as Local Boards and that a student cannot always tell whether his lines will fall in the town or country. One other way in which the Agricultural Department can materially assist would be to subject these lessons, in our vernacular reading series which deal with rural or nature-study topics, object lessons, and so forth, to a critical survey with the object of suggesting such corrections, additions, substitutions, or other improvements as it might find necessary or desirable. On the other side if (as seems very desirable) each district is to have its vernacular agricultural school, such schools may be used as training grounds in rural subjects for ordinary school teachers and the lower ranks of the Educational Department's inspectorate, men being deputed to such schools to study both methods and matter. It might also be possible for suitable teachers to be interchangeable between these schools and Local Board vernacular schools. Similarly interchanges between the Inspectorate of the Agricultural Department and the primary inspecting personnel of the Educational Department might also be tried.

8. Until the general lines of procedure are settled it is not easy to make particular recommendations. In this connection I venture to solicit reference to paragraph 6 of my No. 15722 of 5th February 1920, dealing with the question of 'wastage' in our primary schools. I have therein proposed that in the management of our vernacular schools and the shaping of their courses much more scope should be given than heretofore to ' local option ' and that the instrument to hand for this purpose is the panchayat. If this proposal is approved the same general principle obviously applies to the questions now under consideration. In the event suggested, the country side after consultation with the Educational and Agricultural Departments would be enabled with certain general limits to decide for itself what it wanted to have taught in its schools. So far we have tried to dictate from outside and from above and the result has not been a conspicuous success. It seems time now to allow those most concerned (who, whatever else they may lack, are not devoid of shrewdness and common sense) to have not merely a voice in the discussion but also a hand in the execution in the matter. In no other way are we more likely to cultivate a living interest and to awaken a genuine sense of responsibility among those for whose benefit the schools exist.

9. Subject to my remarks in paragraph 8, I offer the following more specific suggestions :—

(*i*) Nature Study should be compulsory in all schools possessing a teacher trained in the subject. The provision of a garden is not a *sine qua non* for this purpose.

A Syllabus in school-gardening 'nature study for training schools and colleges' and also for primary schools have already been drawn up and sanctioned by Government. Arrangements are being made for the adaptation and translation of Thompstone's book.

(*ii*) The teaching of " the three R's " may be adapted in rural schools to the needs of rural life but should not be exclusively restricted thereto. This can best be done through the individual teacher (once he understands what is wanted) especially if he is exercised in such adaptation at his Training School or College. Separate syllabuses and a separate cadre of teachers are not essential. With the help of the Agricultural Department the Inspector of Training Schools might draw up a set of instructions for this purpose which should be useful not only for Training Institutions but for teachers after they have gone out into schools.

(*iii*) School gardens should be provided in places where land and water can be had without great cost, and provided that expert advice as regards laying out and maintenance can be made available. Rewards for useful and well kept gardens should be open for both teachers and pupils. The gardens should be cultivated with a view to producing grains, vegetables and fruits as well as flowers and specimens for nature study. Ceylon has an excellent system of school gardens and possibly a certain number of vernacular teachers and assistant Deputy Inspectors might be deputed to a course of study there. This experiment had been tried elsewhere.

(*iv*) Co-operation between the Agricultural and Educational Departments should be promoted, more particularly by the following measures :—

(*a*) Suitable officers of the Agricultural Department should visit Training Colleges and Classes and, after inspection, advise upon the instruction in nature study, school gardening and other subjects relating to rural life.

(*b*) The Agricultural Department should undertake a survey of the existing vernacular series of readers and make definite and detailed suggestions for their improvement in regard to the lessons dealing with nature study, object lessons, rural topics, etc., in order to render the books more suitable for rural pupils.

(*c*) Vernacular teachers and inspecting officers may be deputed to the Agricultural schools for purposes of study.

(*d*) Interchanges of teachers may take place between these schools and ordinary Local Board vernacular schools.

(*e*) Interchanges between the inspecting personnel of the two departments may also be tried.

(*v*) The personnel of the primary vernacular schools and of the inspecting agency that deals with them may be recruited as liberally as possible from the rural population always provided that suitable recruits are forthcoming and that selection is not confined to particular classes. It does not, however, seem possible to pledge the Department to any definite proportion.

(*vi*) Science or agricultural graduates may be welcomed on the inspection staff if they are competent to perform its necessary duties and are prepared to undergo necessary training in the Educational Department, which, if a man is to be a Deputy or Inspector, should include some experience in an Anglo-Vernacular School.

APPENDIX.

Resolution No. 10 passed at the Agricultural Educational Conference held at Simla on the 18th June 1917 and succeeding days.

The Conference accepts the principle that the text-books of primary schools be adapted to the rural environment of the pupil. They consider that, where necessary, the existing text-books should be revised by the Educational and Agricultural Departments in consultation, or that special text-books or syllabi should be prepared by them.

The Conference also strongly insists on the desirability of adapting primary education in rural areas more closely to rural needs. Whilst agreeing that no attempt should be made in primary schools to teach agriculture or horticulture as such, the following suggestions are made towards the solution of this problem :—

(*a*) Nature Study should form a necessary part of the curriculum in rural schools.

(*b*) All subjects—reading, writing and figuring—should be taught in relation to rural life.

(*c*) A garden should be attached to each rural school as an aid to nature study, though lessons should also be given in the surrounding fields.

(*d*) The teachers of rural schools should be recruited as far as possible from the rural population.

(*e*) Special attention should be paid to the training of rural teachers, preferably in a separate training school for this purpose.

(*f*) The Agricultural Department should, when opportunity offers, co-operate by vacation courses for such teachers.

(*g*) The Educational Department should endeavour to recruit to the lower inspecting staff a larger proportion of the rural population.

(*h*) The Educational Department should also endeavour to recruit as Inspectors or District Deputy Inspectors a larger proportion of science or agricultural graduates.

Discussion on Subjects Nos. 8 and 9.

The Hon'ble Dewan Bahadur Godbole said that he understood that many students from the Loni Agricultural School refused to take to farming and thought it below their dignity to work in the field. It was not proper that Government should give free board and lodging to such boys.

Ráo Sáheb M. L. Kulkarni said that at the agricultural schools there were very few boys of the type mentioned by the Hon'ble Dewán Bahádur Godbole. The great majority of the students from the agricultural schools, after completing their course, went back to work on their fields, and are working there now. He stated that the school at Devi Hosur was a great success, and they had just had to reject 38 applicants for want of room.

Mr. Otto Rothfeld said that he had seen some of the agricultural schools and he thought that at this stage the concession of free board and lodging was necessary if students were to be secured.

Mr. G. Keatinge agreed with the last speaker and said that the present aim of Government was to establish one such school per district. The total cost of this scheme would only be about Rs. 2 lakhs a year. When they were approaching the ideal of one such school a district, they would certainly have to consider the question of cost before launching out into fresh expenditure of this kind, but he thought that at present there was no need for alarm at the expenditure.

Ráo Bahádur Ambashankar U. Malji thought that these agricultural schools should be handed over to the Táluka Local Boards who understood local needs and conditions.

Sardár P. K. Biwalkar thought that there was no doubt regarding the utility of these agricultural schools. They were very necessary, and there should be one in each táluka.

The Hon'ble Ráo Bahádur S. D. Garud said that agriculture should be introduced as an optional subject at all primary schools. This will save Government the cost of maintaining agricultural schools and those boys who want agricultural education can have it.

The Hon'ble Dewán Bahádur Godbole said that if you ask the boys in any village school what they intended to do, they would all say that they wanted to be clerks or something of the kind, and never that they wanted to return to their fields.

Mr. P. C. Patil agreed that this was so and said that what was necessary to find was some cure for this desire on the part of cultivators' sons to be clerks.

The Hon'ble Mr. B. S. Kamat suggested an agricultural school for each táluka.

Dr. Mann said that it was not that the Agricultural Department was unwilling to co-operate with the Educational Department but that the establishment of these separate agricultural schools seemed to be the only practical way to make a start in agricultural education. He thought, however, that the teaching in the ordinary primary school needed changing. If you asked cultivators why they did not keep their children at school beyond the 3rd standard, they would reply that if the children went further than the 3rd standard they would want to give up cultivation altogether.

The Hon'ble Mr. J. G. Covernton said that he did not think it possible to amalgamate general education and agricultural education. Under present conditions it was impossible to introduce agriculture as an optional subject in primary schools. It would mean introducing a lot of extra matter into the existing course. He referred to his printed note which gave his detailed opinions.

A resolution was then passed endorsing the suggestions made in paragraph 9 of the Director of Public Instruction's printed note.

Discussion on Subject No. 10.

"THE POSSIBILITY AND UTILITY OF ESTABLISHING DIVISIONAL BOARDS OF AGRICULTURE TO DISCUSS LOCAL PROBLEMS AND TO BE CONDUCTED IN THE VERNACULAR."

Brief Summary of the discussion.

Dr. Mann said that this proposal originally came from the Indian Board of Agriculture. The Government of India had referred the proposal to the Local Government, who had put the matter before this Board.

Mr. P. C. Patil was against the proposal. He thought it doubtful whether any advantage would arise from Divisional Boards. Even Provincial Boards were still on their trial.

Dr. Mann thought that Divisional Boards would be very useful. Real agriculturists would come to them. There are many men who wish to take part in the improvement of agriculture, but there is no opening for them. Provincial Boards would provide such an opening.

Ráo Sáhib M. L. Kulkarni endorsed the views of Dr. Mann and was in favour of Provincial Boards.

Mr. V. G. Gokhale opposed the idea and said that at present there was no opening for Divisional Boards.

Mr. K. B. Bhadrapur was in favour of Divisional Boards on a linguistic basis.

The Hon'ble Dewán Bahádur Godbole said that each district had its distinct problems and proposed District Agricultural Boards held in the vernacular. He also suggested sectional Boards, *e.g.*, a Board on potatoes in the potato growing tract of the Poona District.

Dr. Mann said that the unit for which the Board was held did not much matter, the great thing was to find out the problems of cultivators, and he was inclined to agree to the idea of sectional Boards dealing with particular crops.

Mr. G. Keatinge agreed as to the necessity of finding out the difficulties of cultivators, but thought that this could best be done in their own villages. Holding a number of formal Boards would take up a lot of the time of the staff.

The Hon'ble Mr. G. S. Curtis said that in Northern India Divisions were only about half the size they were here. Proposals had been made for Divisional Boards, District Boards and Sectional Boards. He proposed to put all three proposals to the vote.

Voting took place as follows :—

	For	*Against*
(1) Divisional Boards	..	11
(2) District Boards	12	..
(3) Sectional Boards	7	12

The proposal to hold District Boards was declared to be carried.

Subject No. 11.

NOTE ON THE FUTURE ORGANISATION OF THE WORK OF THE AGRICULTURAL ENGINEER.

A proper survey of the work of the Department for the past 7 or 8 years will clearly show that the necessity for an elaborate establishment was never felt so keenly as now. The main functions of the Department are to test the different kinds of labour saving devices and agricultural implements, principally appearing on the market and to report on their suitability for agricultural purposes in India. Establishment proposals were therefore put up from time to time as the

demand for the various works in the Presidency arose and I have endeavoured to give as much attention as possible to this particular class of work. Consequently many suitable changes have been made.

The work of the Department has developed rapidly since the year 1915. The great rush of work owing to the war and famine totally changed the aspect of the Department. Nearly all experimental works therefore had to be stopped and all hands were required in the execution of new works. The applications from cultivators for ordinary tube wells and deep well bores began to pour in from all parts of the Presidency. In order to meet the increasing demand from the public additional boring machines were purchased and new men had to be trained for the work. Properly qualified men, however, not being available in time some of the cultivators were very disappointed as men and machines were not to be had for their works. Similarly new pumping plants and engines were purchased and erected at several places to relieve the famine conditions. Moreover, the Mesopotamia work brought additional heavy burden on the already insufficient staff which completely exhausted them. Several proposals have been sent at various times for additional staff but only a few posts have been sanctioned and the rest were not considered although there was a pressing need for them.

As a result of all this the members who were only few in numbers and much exhausted had hardly time to attend to the detailed accounts of works and cash expenditure which gave rise to some of the irregularities pointed out by the Accountant General, in his last inspection report.

In the interest of the work in the Presidency, stock is required to be kept at several places to meet the urgent demands of the work. The Accountant General has now pointed out the necessity of keeping detailed account of receipts and issues of the stores. The Government also desire that the plants and machines purchased for the Department should be given to the cultivator on hire and revenue thereof should be collected. The objects are no doubt very sound and can be easily achieved provided a sufficient number of clerks and executive subordinates are placed at the disposal of the Department. The Government were good enough to create an accountant's post for the accounts work of the office. But he has not been able to do any appreciable amount of work for want of clerical staff to assist him and also for want of executive staff for supplying him with the details of transactions regularly every month.

For a systematic work of the Department it is now quite essential to establish proper divisions in the Presidency under the control of each Divisional Officer as suggested by the Accountant General. To facilitate prompt execution of work and also speedy inspection thereof six divisions in the Presidency are proposed for pumping, boring and steam ploughing Departments as per statement attached. A comparative statement of proposed and existing staff is included for ready reference.

The necessity for the proposed staff is explained in the following paragraphs :—

Establishment for the Agricultural Engineer's Office.

1. *Agricultural Engineer.*

2. *European Assistant.*—It is not possible for one officer to look after the affairs of the whole Presidency, and this difficulty has already been perceived by the Director, *vide* his remarks in the Administration Report, 1918-19. A separate report in this connection has already been made as per this office No. 8099, dated 30th December 1919.

3. *Native Assistant.*—This post is a sanctioned one and was created with the object of training a native of India for the post of Agricultural Engineer in other provinces in India and it will be in the interest of the Department to continue the post and his assistance will be of great value for the administrative work in future.

4. *Boring Overseer.*—The post was created as soon as the Department began to undertake boring work and this subordinate is overburdened as the applications for the boring work are pouring in continuously.

5. *Boring Inspector.*—This is a new post and it is proposed solely to give the necessary help to the Boring Overseer in the inspection of works so that he may utilise most of his time for the more important work in the Presidency.

6. *Assistant Mechanical Superintendents.*—One subordinate is proposed for attending to purely technical work in the office and to give general assistance to the Agricultural Engineer and his Assistants.

7. Instructor to the oil engine and boring class with one fitter.

8. One Accountant for the account work and general management of the office. He is also required to conduct the audit and inspection of the Divisional Officesas often as possible in the year. This post has already been sanctioned by the Government.

9. *One Deputy Accountant.*—Whenever the Accountant will be touring in the Presidency on inspection work, it is quite essential to have a responsible subordinate for the accounts work in the office. Such posts are already existing in Public Works Offices and Treasuries where large amount of cash transactions are taking place. This office is required to spend nearly a lakh and a half in a year and the post is quite essential.

10. *Head Clerk.*—The post is a sanctioned one and his work and responsibilities will increase greatly after the creation of divisions in the Presidency.

11. *Clerks.*—There are only four clerks sanctioned for the office and the present work in the office is being cleared by them with great difficulty and by the creation of Divisions the work in the office will enormously increase and the following clerical staff is proposed in the place of existing sanctioned strength.

(*a*) *Senior Clerks :—*

1 For salary bills.
1 For travelling allowance bills.
1 For audit of stores accounts.
1 Typist.
1 Record Clerk.
1 General Clerk.

(*b*) *Junior Clerks :—*

2 For audit of Divisional cash account.
1 For store account.
2 Copying clerks.
1 Inward clerk.
1 Despatch clerk.

12. *Draftsman.*—The post is already sanctioned.

13. *Assistant Draftsman.*—The present tracer's post is proposed to be converted into an Assistant Draftsman's post.

14. *Surveyor.*—There is no subordinate for making surveys of any new projects. The post is absolutely necessary and proposals for the same have already been made to the Director of Agriculture on several occasions.

15. *Menial Staff.*—One Naik, and four peons and one Khalashi already sanctioned are quite inadequate and the proposed establishment is required for the purposes mentioned below :—The existing has been included in figures shown below :—

1 Naik.
2 Peons for the personal use of the Agricultural Engineer.
1 For the European Assistant.
1 For the Native Assistant.
1 For the Boring Overseer.
2 For office use.
1 Khalashi for sweeping office and one Khalashi for Treasury work.
2 Tapalees for local delivery and 1 chowkidar.

Establishment for Store.

1. Assistant Mechanical Superintendent for the general management of stores including accounts work.

2. Two Assistant Store-keepers, one of them will attend to station duty and the other will look after the receipts and issues of materials in the store. Pay Rs. 60-4-100.

3. One Senior Clerk and one Junior Clerk for keeping account of stores as the transactions take place everyday. The existing Store Clerk will be converted into Senior Clerk.

4. One peon for office work and one Khalashi.

5. Two chowkidars for watching the stores day and night.

Establishment for Workshop.

1. *Assistant Mechanical Superintendent.*—The present post of Workshop Superintendent is proposed to be converted into an Assistant Mechanical Superintendent. The subordinate will solely be in charge of petty works going on in the workshops, and as he will have the advantage of referring to the office a junior post is proposed.

2. Two chargemen for instructing and taking work from the labourers both skilled and unskilled in the workshop and outside.

3. One senior clerk and one junior clerk for maintaining workshop account and preparing bills of costs of each work done in the workshop.

4. Three boring fitters to attend to the urgent repairs of boring machines.

5. One Boring Inspector and other staff as per statement.

Oil Engine and Boring Class.

One Instructor* to be in charge of the class for giving instructions to the students regarding the Oil engines and Boring machines. It is not possible for the department to get trained men unless such an institution is opened.

Divisions for Pumping and Boring Departments.

It is proposed to open six divisions in the Presidency for pumping, boring and other works under each Divisional Superintendent and Assistant Boring Overseers and the staff for each division will consist of the following men :—

1. One Superintendent for the proper control and management of work in the division.

2. One Assistant Boring Overseer to attend to boring work in that division.

3. Two Boring Inspectors to assist the Assistant Boring Overseers in supervising works.

4. Three fitters for carrying on repairs, etc., to the pumps and engines owned by the Government as well as by the agriculturists.

5. One senior clerk for accounts work, one junior clerk for stores and two junior clerks for correspondence work.

6. Three peons, 1 khalashi and 1 chowkidar for the office.

The existing places of Mechanical Superintendents, viz., Mechanical Superintendent, 1st grade, other Mechanical Superintendents, Pumping Overseer will be converted into the post of Divisional Superintendents in the proposed new scheme. There are already three Divisions of the Boring Department under each Assistant Boaring Overseer. Owing to the increase of work it is proposed to create three more divisions.

Steam Plough Department.

There is already a sanction for one Steam Plough Overseer, one canvasser, six drivers, one fieldman, four oilmen, four ploughmen, one peon and one chowki-

*This is included in the office staff.

dar for carrying on Steam Plough operation. The only changes made in the new proposals are the designation of the Steam Plough Overseer is changed into the Assistant Mechanical Superintendent, one senior clerk and one junior clerk are proposed for the accounts and correspondence work and one more chowkidar is proposed to guard the tackle. The proposed new posts are quite essential for the accounts work as the accounts are to be kept in detail in future.

In addition to the above permanent posts some temporary posts are necessary and they are required to be engaged according to current demands. These men will be engaged by charge to contingencies and their cost will be subsequently charged against the works for which their services will be utilised. Therefore a formal sanction to the entertainment of the posts will be quite sufficient.

		Rs.
Fitters	on pay from ..	.. 40 to 60
Drivers	do. ..	.. 40 „ 60
Carpenters	do. ..	.. 40 „ 60
Masons	do. ..	.. 40 „ 60
Smiths and Moulders	do. ..	.. 40 „ 60
Turners	do. ..	.. 40 „ 60
Mechanists	do. ..	.. 30 „ 50
Boring Mucadams	do. ..	.. 30 „ 70
Trained coolies	do. ..	.. 20 „ 30
Hammermen and Blower boys	do. ..	.. 15 „ 20

Reasons for the proposed Increase in Salary.

In the whole of the Presidency there is a general cry about the insufficiency of pay of Government servants and proposals for the revision for the scale of pay are being put forth for the orders of Government by all departments. Keeping in view the proposals drafted by several departments the following proposals are made for this Department:—

1. Agricultural Engineer. } These two places being of Imperial line to be
2. European Assistant. } dealt with separately.

Pay Rs. 500-50-1,000, based on Imperial Grade of Assistant Engineer in Public Works Department.

3. *Native Assistant to the Agricultural Engineer.*—This post was originally created on Rs. 150-10-200, by Government in Government Resolution, Revenue Department, No. 8797 of 24th September 1912, with a view to train a Native of India for the Agricultural Engineer's post. Mr. Paranjpe was accordingly appointed to the post and he has completed five years' probationary period some two years back and is now quite able to take charge of the Agricultural Engineer's post of any province.

He is for the present working as Personal Assistant and carrying on all the duties of the Agricultural Engineer. He was recommended to act as Agricultural Engineer during the last vacancy by the Director of Agriculture and also by myself. Mr. Thiselton-Dyer was nominally appointed to take charge of the office and Mr. Paranjpe had to run the whole work of the Department for which Government was pleased to sanction duty allowance of Rs. 75 per mensem for the period. It is therefore proposed to increase his pay to Rs. 350-35-700 as he has enormous work to do and also the cost of living has greatly increased during the recent years. The suggested grade is based on the salary of the Assistant Engineer, Public Works Department, on Provincial Grade which is Rs. 300-40-860.

4. *Boring Overseer.*—This subordinate is in charge of boring works going on in the Presidency including Sind and he has managed the work very skilfully up to this time. In consideration of work and high cost of living it is proposed to increase his pay to Rs. 200-20-500. The grade suggested is based on the pay of the upper subordinate first grade in Public Works Department which is Rs. 400, now capable of being increased by the new revision.

It will be in the interest of the Department if the above two posts are gazetted as these subordinates are required to repeatedly come in contact with District Officers and therefore it is quite essential to increase their local status in proportion to their pay.

5. *Divisional Superintendents.*—Pumping and Steam Plough Departments. In the proposed new scheme the Superintendent will have more responsibility and work to do than at present. It is therefore proposed to create these posts on Rs. 160-15-340 and the proposed pay is on the lines of the divisional superintendents in the proper Agricultural Department or 2nd grade upper subordinates in Public Works Department according to old scales. The pay of the Engineers in Private Mills is for the present nearly on the same lines, certainly not less.

Mr. Vaidya, Mechanical Superintendent, 1st grade, is a most senior man in the Department and to maintain his rank and seniority in the Department it is proposed to give him the benefit of three years' increment at once, in the new scheme so that his pay may amount to Rs. 205. He has worked very satisfactorily in the Department and he is well deserving of the proposed concession. If this is not allowable by rules I have to strongly recommend a special post of Rs. 205-15-340 as a Senior Divisional Superintendent.

6. *Assistant Mechanical Superintendents.*—These subordinates will have to do nearly all the work done by the Superintendents, but they will have not as much responsibility as these men will be junior subordinates, their pay is proposed on Rs. 100-10-150 which seems quite reasonable.

7. *Assistant Boring Overseers.*—As the work of these subordinates does not require high technical knowledge as the Mechanical Superintendents, it is proposed to have a different scale for these subordinates and their pay is proposed on Rs. 100-8-180. As compared to their work the pay is not much.

8. *Boring Inspectors.*—These places are similar to the Assistant Mechanical Superintendents but require less knowledge of Mechanical Engineering, therefore the post of Rs. 75-5-100 is proposed in the new scheme.

8a. Instructors to the Oil engine and Boring Class, pay Rs. 100-8-180.

9. *Fitters, Drivers, Boring Fitters.*—As the cost of living has greatly increased and also as there is great demand for these men everywhere it is very difficult to get good men on present scale of pay. Therefore it is proposed to increase their salary from Rs. 40-3-70 to Rs. 70-3-100 according to qualifications.

10. *Chargemen.*—In the new scheme it is proposed to engage two chargemen to give instruction to the skilled and unskilled labourer and to exact proper work from them. Their pay will be Rs. 60-4-100 as only men of long experience of work will be appointed for these posts. One will be posted at the Shops and other outside on erection work.

11. *Surveyor.*—It is proposed to engage a surveyor of the qualifications of sub-overseer in the Public Works Department and his pay will be Rs. 70-5-120.

12. *Canvasser Fieldmen.*—These posts are already sanctioned in connection with the steam plough operation. Owing to the present high cost of living it is necessary to increase their pay to Rs. 70-5-120.

13. *Draftsman.*—The place is already a sanctioned one and his pay is required to be proportionately increased to suit the scale of subordinates. His increment is therefore proposed for Rs. 90-5-130.

14. *Assistant Draftsman.*—This post is asked for in place of the existing tracer's post and the pay proposed is Rs. 60-3-90.

15. *Oilmen.*—These posts are already sanctioned and proposal of Rs. 15-2-35 is made on account of present high cost of living.

16. *Ploughmen.*—Increase of Rs. 20-2-40 for reasons stated above.

Office Establishment.

1. *Accountant.*—In this office the Accountant is required to do the same work as the Accountants in the Public Works Department. The Public Works

Department Accountants have sent in Memorials to Government for increasing their pay to Rs. 200—20—400. The Accountant in this office, in addition to looking after the accounts work of the office, is required to inspect the divisional offices from time to time and it is proposed to give him a duty allowance* of Rs. 50 in addition to the above pay.

2. *Head Clerk.*—The work of the Head Clerk will increase enormously after establishment of proper divisions in the Presidency. It is therefore proposed Rs. 150—5—200 for him as this will be in proportion to the additional work and also high cost of living.

3. *Deputy Accountant.*—A senior accounts knowing man will be necessary for the post and he will have to look after the accounts work when the Accountant goes on inspection duty. Therefore his pay is proposed for Rs. 125-5-150 which is quite reasonable as compared to responsibility.

4. *Senior Clerks.*—Persons of long experience of work in the Department should be appointed for the posts and hence their pay is proposed for Rs.70—5—120 as these men will have to do more responsible work in the office.

5. *Junior Clerks.*—It has become very difficult to get men on existing starting pay in the Department as they cannot pull on with such small pay. Keeping in view their difficulty for living a scale of Rs. 40—3—70 is proposed.

Menial Establishment.

	Rs.	
Náik ..	18–1–25	It is very difficult for the low-paid menials staff to pull on within 8 or 9 rupees every month. A proportionate increase in their pay is also necessary and the rates proposed are reasonable if the cost of present living is taken into consideration.
Peons ..	15–1–20	
Chowkidárs ..	15–1–20	
Khalashi ..	12–1–15	
Tapali ..	12–1–15	

W. M. SCHUTTE,
Agricultural Engineer, B. P., Poona.

P A 19—11

SCHEME No. I.

Serial No.	Heads.	Agricultural Engineer.	European Assistant 500—50—1,000.	Indian Assistant 350—35—700.	Boring Overseer 200—20—500.	Divisional Mechanical Superintendents 160—15—340.	Assistant Mechanical Superintendents 100—10—150.	Assistant Boring Overseer 100—8—180.	Boring Inspector 75—5—100.	Instructor to Oil Engine and Boring Class 100—8—180.	Asistant Store-keeper 60—4—100.	Workshop Chargeman 60—4—100.	Fitters, Junior and Drivers 40—3—70.	Draftsman 90—5—130.	Assistant Draftsman 60—3—90.	Surveyor 75—5—120.	Canvasser 70—5—120.	Accountant 200—20—400.	Head Clerk 150—5—200.	Deputy Accountant 125—5—150.	Senior Clerk and Typist 70—5—120.
1	Agricultural Engineer's Office.	1	1	1	1	..	1	..	1	..	..	..	..	1	1	1	..	1	1	1	6
2	Agricultural Stores.	..	..	..	..	..	1	..	..	..	2	..	..	..	..	..	..	..	..	..	1
3	Do. Workshops	..	..	..	..	..	1	..	1	..	..	2	..	..	..	..	..	..	..	..	1
4	Oil Engine and Boring Class.	..	..	..	..	..	..	..	..	1	..	..	1	..	..	..	..	..	..	..	..
5	Steam plough ..	..	..	..	..	..	1	..	..	..	..	..	6	..	..	..	1	..	..	..	..
6	Division No. I ..	..	..	..	..	1	..	1	2	..	..	..	1	..	..	..	..	..	..	..	1
7	Do. No. II ..	..	..	..	..	1	..	1	2	..	..	..	1	..	..	..	..	..	..	..	1
8	Do. No. III ..	..	..	..	..	1	..	1	2	..	..	..	1	..	..	..	..	..	..	..	1
9	Do. No. IV ..	..	..	..	..	1	..	1	2	..	..	..	1	..	..	..	..	..	..	..	1
10	Do. No. V ..	..	..	..	..	1	..	1	2	..	..	..	1	..	..	..	..	..	..	..	1
11	Do. No. VI ..	..	..	..	..	1	..	1	2	..	..	..	1	..	..	..	..	..	..	..	1
	Proposed strength.	1	1	1	1	6	4	6	14	1	2	2	13	1	1	1	1	1	1	1	14
	Present strength...	1	..	1	1	5	1	3	..	..	..	..	13	1	1	..	2	1	1	..	6
	Increase ..	..	1	..	..	1	3	3	14	1	2	2	..	..	..	1	..	..	..	1	8

Serial No.	Heads.	Junior Clerks—40—3—70.	Naik 18—1—25.	Peons 15—1—20.	Chowkidars 15—1—20.	Khalashies 12—1—15.	Tapalies 12—1—15.	Oilmen 15—2—35.	Ploughmen 20—2—40.	Fitters Senior 70—3—100.	Temporary Establishment (Non-pensionable). Turners 40 to 60.	Smiths 40 to 60.	Carpenters 40 to 60.	Masons 40 to 60.	Moulder 40 to 60.	Hammer-man 20 to 30.	Blower boys 15 to 20.	Boring Mechanics or Borers 30 to 70.	Trained apprentices 20 to 30.	Fitters 40 to 60.	Coolies 18 to 25.	Mechanists 30 to 50.
1	Agricultural Engineer's Office.	7	1	7	1	2	2	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
2	Agricultural Stores.	1	..	1	2	1	..	..	..	..	..	..	2	..	..	..	..	..	..	..	6	..
3	Do. Workshops	1	..	1	..	1	..	2	..	3	4	3	2	3	1	4	3	..	6	4	10	4
4	Oil Engine and Boring Class.	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	1	..
5	Steam plough ..	2	..	1	1	1	1	4	4	..	..	1	..	..	..	1	1	..	2	..	2	..
6	Division No. I ..	3	..	3	1	1	..	..	..	2	..	1	..	..	..	1	1	20	2	..	2	..
7	Do. No. II ..	3	..	3	1	1	..	..	..	2	..	1	..	..	..	1	1	20	2	..	2	..
8	Do. No. III ..	3	..	3	1	1	..	..	..	2	..	1	..	..	..	1	1	20	2	..	2	..
9	Do. No. IV ..	3	..	3	1	1	..	..	..	2	..	1	..	..	..	1	1	20	2	..	2	..
10	Do. No. V ..	3	..	3	1	1	..	..	..	2	..	1	..	..	..	1	1	20	2	..	2	..
11	Do. No. VI ..	3	..	3	1	1	..	..	..	2	..	1	..	..	..	1	1	20	2	..	2	..
	Proposed strength.	29	1	28	10	10	3	6	4	15	4	10	4	3	1	11	10	120	20	4	31	4
	Present strength ..	..	1	8	2	1	..	4	4	8	1	1	2	3	1	..	..	50	6	4	..	..
	Increase ..	29	..	20	8	9	3	2	..	7	3	9	2	..	..	11	10	70	14	..	31	4

Discussion on Subject No. 11.

Mr. Schutte stated that he had submitted a printed note on this subject. He must have an increase of staff if his work was to expand and be of general use to cultivators. Scheme No. 1 showed his maximum requirements during the next few years, while another scheme which he had submitted showed his immediate and minimum requirements for staff, which covered seven new posts and some subordinate staff. The seven posts were, a European Assistant Engineer, an instructor for the oil engine and boring classes, a surveyor, store-keeper, canvasser and two senior clerks. For this scheme he estimated the total cost to be about Rs. 1,686 per mensem. He gave figures showing how enormously his work had expanded and how large was the demand made by the public for advice and assistance. Scheme No. 1 provided for expansion all round. He proposed to set up a small Engineering Department in each division, equipped with tools and materials. A Divisional Superintendent would be in charge of each Depôt with the necessary technical staff of boring Inspectors, fitters, etc., and work would be disposed of direct from these Depôts and all the work would not come to Poona as at present. This would save a great congestion of work at Poona. In 1918-19 he spent Rs. 3,66,000 with only one accountant on Rs. 40 per mensem to do his accounts, and he now had stores on hand worth Rs. 5 lákhs, with only a store-keeper on Rs. 20 per mensem to look after them. He had hoped that the District Local Boards would relieve him of some of his work. Several of them had taken up boring, but they were unable to carry it on successfully. He thought that his branch had a good record of work done, but it had come to this that it must be either more staff or less work.

The Honourable Dewán Bahádur Godbole said that it was a question whether some of the work now done by the Agricultural Engineer could not be undertaken by private agency. Repairs to machinery, etc., were done by the Agricultural Engineer, both for departmental machinery and for machinery belonging to private persons. He suggested that private agencies might be induced to open workshops at places like Poona, Hubli, Ahmedabad, Nadiád or Karáchi, which would relieve the Agricultural Engineer of all this work. An initial subsidy from Government to such firms might be necessary in the beginning.

The Honourable Mr. B. S. Kamat said that the noted that the Agricultural Engineer was asking for a European Assistant and for an Indian Assistant. He asked whether two Indian Assistants would not do as well and save outlay.

Mr. Schutte replied that if relieved of this executive work his present staff was ample, but if he was to expand his executive work, *viz.*, deep ploughing, boring operations, and the erection of pumping plants he considered that a European Assistant was essential. In reply to the Honourable Dewán Bahádur Godbole he said that he would be very glad if private firms would take over his executive work entirely, leaving him to do experimental and advisory work, but he did not think that he could be responsible for extensive executive work in the field if all his repair work was to be done for him by the suggested agencies, and he was to have no workshop.

Ráo Sáheb Dadubhai Desai thought that a great extension of the work of the Agricultural Engineer was desirable, and would like to see a separate Agricultural Engineer for each charge now held by a Deputy Director, with a Chief Agricultural Engineer at Poona to supervise them.

Mr. Thiselton-Dyer thought that the work of the Agricultural Engineer wanted careful overhauling. The Agricultural Engineer had large numbers of men on low pay working in many parts of the Presidency under very little supervision and he did not think that this was suitable. He thought that the scope and limits of the work wanted to be clearly defined and suggested that a suitable committee be called for the purpose.

Mr. G. Keatinge said that if private agency could be found to do work now done by the Agricultural Engineer, it would be a very good thing, but could any one say where such agency was to be found. It must be remembered that it was found necessary in the beginning to have an Agricultural Engineer to advise and

assist the public in Agricultural Machinery, because it was found that some firms were giving such bad advice to the public on these subjects.

The Honourable Dewán Bahádur Godbole said that he believed that suitable firms could be found to do some of the work.

The Honourable Mr. G. S. Curtis said that there were various opinions on the subject and he thought that the matter needed discussion by special Committee, as had been suggested.

Subject No. 12.

Note on Cotton Sale Societies.

These societies have not been started with a view to encouraging co-operation. They have been started to help the Agricultural Department in its task of satisfying the international capitalist market by giving them a purer Indian cotton. It is, however, also a secondary object to try, if possible, to secure for the cultivator, by co-operative combination, a fairer share of the prices allowed by the international market, that is to say, the price with a smaller deduction for the local middleman's profit.

2. The main object cannot be realized unless (*a*) a pure strain is maintained, and (*b*) adulteration is avoided. Neither of these conditions, however, can possibly be attained unless the big buyers are prepared (1) to take some trouble to secure pure and unadulterated cotton and (2) to pay a proportionately higher price for it. The facts, however, are that the big buyers refuse to take any trouble at all and that they do not pay a commensurately higher price. They content themselves with writing letters to the papers and so on. Their real idea is that other people—Government by preference—should take the trouble on their behalf and that the cultivator should produce better cotton for them at the same price that they pay for worse, thereby increasing their profits but leaving the cultivator actually worse off. However, for various reasons, Government and the Agricultural Department, are apparently committed to helping the cotton merchants, so one can only note the fact that the latter do not help themselves.

3. It is believed that the Cotton Sale Societies have done a good deal to secure the conditions noted above. To a slight extent they have also increased cultivators' profits at the expense of the middlemen and to a very slight extent indeed—if at all—by getting a little better price for higher varieties. They have done nothing to increase the co-operative spirit. It is indeed a question whether they have not harmed it by inducing dependence on experts and on a small Committee or a Chairman, usually consisting of renegade middlemen.

4. A principle of compulsion has been introduced which is quite wrong and harmful. Neighbouring Credit Societies have been induced to force borrowing members to sell their cotton through the Cotton Sale Society as a condition to getting loans. This ruins the co-operative spirit, destroys the Credit Society and only serves to prop up a Cotton Sale Society whatever its faults may be, instead of compelling it to succeed by manifesting its advantages to members. The system must be stopped. Four Cotton Sale Societies have actually gone further and are at great risk to themselves lending money to Societies on similar conditions. It is hardly conceivable that this was ever allowed but it does actually go on.

5. An absurdity arising from the unco-operative nature of these Societies is that although their turn-over is 2 or 3 lákhs each, they yet ask for all sorts of exemptions and favours from Government. For instance, some have suggested that they should escape altered assessment of a few rupees; another actually had the impudence to ask the Registrar to secure the grant or loan of a couple of thousand from Government for a building, though the members could have raised this by the deduction of a minute fraction of an anna per rupee on the prices realized. In no single Society have members made any attempt to bank any part of their large profits so as to avoid the necessity of advances in the next year.

6. These unco-operative practices will have to be stopped in the interests of the movement, unless cause is shown for winking at them for another year in the interests of the large cotton buyers. But in that case the buyers should be asked to state definitely whether they want these societies and will promise to buy from them direct.

7. Minor improvements required are, (1) study of the Berar system, (2) weigh bridges, (3) training of managers. Special facilities in the way of remission of assessments, etc., are not required.

OTTO ROTHFELD,
Registrar,
Co-operative Societies.

P A 19—12

Discussion on Subject No. 12.

Mr. Otto Rothfeld said he had had an opportunity of discussing the subject that morning with the Honourable Mr. Purshotamdas Thakurdas, and wished to modify some of his statements in his Note. He recognized that, there were some large merchants and buyers who did sympathise with the cultivators and their difficulties in selling cotton. He would, however, like to invite the attention of the Board to paragraph 4 of his Note, and to ask their opinion on the matter.

The Honourable Mr. G. S. Curtis.—It is purely a Co-operative question and not an Agricultural one.

The Honourable Mr. Purshotamdas Thakurdas expressed the opinion that paragraphs 1 and 2 of Mr. Rothfeld's Note contained as entirely wrong view about the attitude of the cotton trade. He reviewed the circumstances of the Cotton Frauds Act of 1880, and said that the agitation then was made with the object of getting pure cotton on the market. The present movement against indiscriminate cotton mixing is in the interest of the cultivators who must lose heavily by the practice and are now losing heavily. He said that in a popular movement they must expect such demands as those referred to in paragraph 5 of the Note. Referring to paragraph 6 of the Note he said that the matter was not one for the buyers at all. They cannot bind themselves to buy from any particular society.

Ráo Sáheb M. L. Kulkarni said that he agreed with paragraphs 1 and 2 of Mr. Rothfeld's Note. Buyers of cotton sympathised little with the growers of cotton. They will not pay for long-stapled cotton. If they are ready to guarantee a premium for long-stapled cotton, it will be grown. If not, it may easily die out altogether.

The Honourable Mr. Curtis said that he did not think that any Resolution on this subject was possible, and declared the Board meeting to be at an end.

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REPORT

OF THE

COMMITTEE APPOINTED BY THE GOVERNMENT OF BOMBAY TO CONSIDER AND FORMULATE PROPOSALS FOR THE PURPOSE OF PREVENTING PROFESSIONAL BEGGARY

IN THE

BOMBAY PRESIDENCY

109040

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1920

BOMBAY BRANCH
OF THE
Royal Asiatic Society.

PRESS NOTE.

JUDICIAL DEPARTMENT.

Bombay Castle, 3rd July 1920.

The Committee appointed by the Government of Bombay to consider and formulate proposals for the purpose of preventing Professional Beggary in the Bombay Presidency has completed its investigations, and its Report is now issued.

This interesting and valuable Report on a subject of notable social and civic importance makes it clear that the Committee, having carefully weighed different aspects of the whole question and examined the views of representatives of various religious organizations concerned, entertains no doubt whatever of the desirability of definite steps being taken to prevent Professional Beggary. The report, in addition to its succinct record of all the conclusions arrived at by the Committee, with the reasons leading up to those conclusions, embodies also, in its Appendices, a mass of informative material and evidence obtained and sifted by the Committee in the course of its investigations.

For the future information of the public it may be stated that the questions of the care and control of children who are homeless and of whom improper use is being made by professional beggars, and, also, of the care and control of Lepers, are now receiving the careful consideration of the Government of Bombay. With regard to the general question of beggary, with the cognate matter of the provision of relief for the honest poor, it is desirable in the opinion of His Excellency the Governor in Council that this should be dealt with after the meeting of the new Councils under the Constitutional Reforms.

A. MONTGOMERIE,
Acting Secretary to Government.

M H 1484

No. 204-B. C.

OFFICE OF THE COMMITTEE FOR PREVENTION
OF PROFESSIONAL BEGGARY.
Secretariat, Bombay, 15th April 1919.

From

KHAN BAHADUR PALANJI N. DAVAR,
Secretary to the Committee for Prevention
of Professional Beggary;

To

THE SECRETARY TO GOVERNMENT,
Judicial Department, Bombay.

Sir,

I am directed to forward herewith the Report of the Committee appointed by Government Resolution No. 2020, dated 26th March 1918, to consider and formulate proposals for the Prevention of Professional Beggary.

I have the honour to be,
Sir,
Your most obedient servant,
PALANJI N. DAVAR,
Secretary to the Committee for Prevention
of Professional Beggary.

CONTENTS.

PART I.

		Page
Chapter	I—Preliminary Investigation and Problem of Religious Mendicants ..	1
,,	II—Classification of Professional Beggars	6
,,	III—Infirm Professional Beggars	10
,,	IV—Juvenile Beggars	11

PART II.

Chapter	V—Recommendations	13
,,	VI—Administration and Finance	14
,,	VII—Conclusions	16

M H 1484—b

PART I.—GROUND WORK.

CHAPTER I.

Preliminary Investigation and Problem of Religious Mendicants.

Terms of reference.—The Committee was appointed by the Government of Bombay under their Press Note No. 2020, dated 26th March 1918, in pursuance of a Resolution carried at the instance of the Honourable Mr. Phiroze C. Sethna, O.B.E., at the meeting of the Legislative Council held on the 6th December 1917, to consider and formulate proposals for the prevention of professional beggary and, in particular, for stopping minor boys and girls from being turned into or sent out as beggars and mendicants by their parents, preceptors or others, who might for the time being have the care of such minors. The following non-official gentlemen were appointed members of the Committee :—

The Rev. Dr. R. A. Hume, American Mission, Ahmednagar.
Major H. D. Gore, Salvation Army, Bombay.
Mr. R. P. Masani, Municipal Secretary, Bombay.
Mr. N. C. Kelkar, Poona.
Mr. Ambalal Sarabhai, Ahmedabad.
Mr. Mohanlal Karamchand Gandhi, Bar-at-Law, Ahmedabad.
Khan Bahadur Hakim Mahomed Dyam, Bombay.
Mr. Narbadashanker D. Mehta, Chief Officer, Bandra Municipality.
The Honourable Mr. V. J. Patel, Bar-at-Law, Bandra.
The Honourable Mr. Phiroze C. Sethna, O.B.E., Bombay.

There was no change in the constitution of the Committee except that the Honourable Mr. R. P. Paranjpye was appointed a member of the Committee under Government Order No. 2417, dated 13th April 1918, *vice* Mr. N. C. Kelkar, who had proceeded to Europe.

2. *Preliminary spade work.*—The Secretary of the Committee furnished to the members of the Committee the necessary literature on the subject and a preliminary meeting was held on 23rd April 1918. At this meeting we appointed the Honourable Mr. Sethna as our Chairman, and discussed the outlines of our investigation and deliberations. It was found that the statistical returns in the Census report (table XV of Volume VII) did not furnish any reliable information about the number of beggars inasmuch as the figures grouped together beggars, vagrants, procurers, prostitutes, receivers of stolen goods and cattle poisoners. Religious mendicants were not included in this omnibus class of tramps or parasites of human society numbering 2,40,685 in the Bombay Presidency. As the object of our Committee was to formulate practical proposals for the prevention of *professional* beggary and for the protection of minors, we thought it desirable to collect *approximately* accurate figures of persons likely to be dealt with. We also thought it necessary to collect information as to the number of existing institutions which give shelter to the poor of various communities with a view to considering whether they could be utilized for the absorption of the really needy and infirm class of beggars. Lastly we thought it essential to ascertain the views of religious heads of various denominations on the problem of religious mendicants. A Sub-Committee of Messrs. Masani, Mehta and Davar (Secretary) was formed for drawing up questions concerning the data required by us and in our Secretary's letter No. 21, dated the 15th May 1918, Government were requested to obtain for us from the District Magistrates in the Presidency information on the points therein specified. In paragraph 8 of Government Resolution No. 4704, dated the 17th July 1918, reviewing the annual Police Report for the City of Bombay, Government stated that they trusted they would receive our report before the close of the calendar year 1918. With reference to this we may state that copies of the reports of District Magistrates were supplied to

the Committee by Government in instalments and it was not till the 6th and 15th January 1919 that the last two batches of the reports were received by us. It was hardly possible for us therefore to submit the report earlier than at present.

3. *Sources of collecting reliable data, religious mendicants of Hinduism and Jainism.*—Our enquiry was divided into two parts: (*i*) relating to religious mendicants called Sadhus or Fakirs whether genuine or otherwise, and (*ii*) relating to other beggars. As to the first class of beggars we consulted fourteen heads of religious denominations of Hinduism and Jainism and twenty-three gentlemen of Moslem faith including the Directors of certain Mosques and Pir's Durgah in Bombay. We also requested the District Magistrates of the Presidency to furnish names of six gentlemen in each district capable of giving advice on the questions. Reference was accordingly made to the gentlemen named by those officers and their replies were circulated among members. Annexures Nos. 1—4 embody interrogatories about Sadhus and Fakirs and the summary of the replies. A careful analysis of the replies from various quarters with reference to the principal religions of the Bombay Presidency shows that there is no such thing as professional beggary among the followers of (1) Zoroastrianism, (2) Jainism in its two schools of Murtipujaks and non-Murtipujaks, (3) Vaishnuwaite School of Vallabhacharya and Swami Narayan. Similarly, among High Class Sannyasins of Shankaracharya Smarta School the nuisance is comparatively insignificant. A large majority of professional religious mendicants who infest public streets come out of certain sects or denominations like Bawas, Bairagis, Jangams, Nagdas, having no religious or secular education. There is a consensus of opinion among religious heads of recognised denominations of Hinduism that although begging is permissible among those who renounce the world the present mode of going a begging in public streets and thoroughfares is unjustifiable. A distinguished Shankaracharya, Swami Shantianand Saraswati Shri Jagadguru, Shankaracharya of Sharda Peeth, Dwarka, observes as under :—

> "Real Sadhus do lead an itinerant life like the unreal ones, but unlike the latter they will never infest the public thoroughfares and will thus become a burden and a nuisance to the public; it is rather hard to distinguish in these times between genuine Sadhus and sham ones; but that is a reason why proper care is required to be taken before any legislative enactment is framed with a view to restrict the liberties of the whole class. If they are at all to be brought under legislative control the term 'professional beggar' must be properly defined and must in doing so be confined to those persons who loiter in the public streets and thoroughfares, who resort to begging as a profession without belonging to any ascetic order or denomination."

4. *Trend of opinion among religious heads of Sadhus.*—The trend of opinion among the enlightened heads of Sadhus is that the "Governance of the Sadhus Community should be entrusted to the hands of the respective religious heads or an assembly thereof, and they may do yeoman service if they can see on the one hand the spiritual sanctity of their cult preserved safe and on the other if they can see means to place the entire community on a spiritually utilitarian principle". The heads of respective denominations can, if they organize a corps for looking after the Sadhus of their respective denominations, evolve a better class of Sadhus for the dispensation of religious and moral needs of the laity, and minimize the number of vagrants causing public nuisance. Although our enquiry is confined to the prevention of *professional* beggary we have thought it proper to embody this suggestion for the organization of spiritual forces on monastic lines for the social elevation of people who renounce the world especially as the suggestion emanates from one of the heads of religious denominations, Jagadguru Shri Shankaracharya of Karvir Peeth, Kolhapur.

5. *Religious mendicants of the Moslem faith—Fakirs. Public beggary not permissible by Islam.*—How far professional beggary is sanctioned by the canons of Mahomedanism is a thorny question, and opinions thereon are widely divergent. One of our members, Khan Bahadur Hakim Mahomed Dyam, is emphatically of opinion that begging in public streets is opposed to Islam. His view is supported by a number of Mahomedan gentlemen. The following opinion of

Sayed Nizamuddin Ahmed Fauzdar of Ranebennur represents the views of one school of thought :—

"Before proceeding to reply to the questions given in the list appended to the letter I think that it would not be amiss if I were to explain in a few words (*a*) what the Fakirs were, (*b*) what connection have the present-day Fakirs with the Mahomedan religion, (*c*) and how they are associated with beggary. One of the systems to attain salvation (according to some) in Islam is to follow in the wakes of the best of Pirs (Murshed) who is supposed to be blessed with the wealth of divine knowledge which is imparted from ear to ear by the teacher to the disciple and so on, taking its original from the chosen prophet Mahomed (may peace be on him). Though such divine knowledge is kept in secret imparted only to disciples, the sum and substance of it may be said to consist in abstaining strictly from all that is worldly, and in deeply engrossing oneself in the meditation of only one Eternal Being who is the Creator of the Universe. The leaders of this system who shunned the world altogether were the embodiments of piety, contentment, and austerity. The disciples, who tried to follow in their steps and who were taught to abstain from all the worldly inclinations, betook themselves to contentment and austerity and thought even starvation as one of the virtues which greatly helped to weaken the worldly desire, etc. From these three qualities these people were begun to be called Fakirs (people having 'Fakir,' each alphabet meaning one of the above qualities). These Fakirs were used to be supported by the charitable minds voluntarily. As this school began to degenerate owing to the absence of the able religious leaders after the fall of Abbasides, the sacred object of this system was easily lost sight of and consequently the Fakirs, far from receiving voluntary alms, were compelled to go in search of those that would give them something in charity. As a necessary result the term Fakir began to be applied to those that were poor and begged for food.

"The present-day Fakirs that are ubiquitous in the Indian streets having none of the qualities that characterized the Fakirs of olden time, derive their names simply because they are homeless and poor. These cunning idlers pretend to be religious and are always successful in inducing the ignorant to give them food, raiment or money. They are taking undue advantage of the Charitable public and most of them have got little connection with the religion. They have found it (beggary) so easy a method of maintaining themselves that under the garb of Fakirhood they have made it their profession to go on begging from door to door. In this way the word 'Fakir,' that was used formerly to mean a pious and religious man, is nowadays applied to a bold specimen of social and economic evil.

"(1) Islam—the latest and the last religion of the world—has been found to be the best remedy to eradicate the social evil and was quite successful in improving the economic condition of the people whenever and wherever it was strictly followed. Begging on any account, either casual or occasional, is not allowed according to the canons of Islam. It is unlawful for the able-bodied and for those that are not physically disabled to receive alms (*vide* Hadis). Every one is required to do his best to avoid begging. On one occasion when a man went to our beloved prophet Mahomed (may peace be on him) to beg something from him the prophet asked if he had anything with him. On being told that he had a blanket the prophet said 'go and sell the same and buy an axe to cut wood in the jungle for your maintenance' (Hadis). From this it is clear that even casual beggary is not allowed. Islam, far from sanctioning professional beggary, forcibly condemns it as an evil. It is said in the 'Hadis' concerning the professional beggars: 'he who goes on begging from the people shall have no flesh in the mouth on the day of judgment'. According to Islam professional beggary is a great sin and is not sanctioned by it.

"Islam as a social reformer has formulated its own rules to stop professional beggary, but as the Government has adopted a non-intervention policy it is much difficult to bring them in force in the absence of special Government legislation. According to Islam professional beggars are even

punished. When Hajrat Umar (may God be pleased with him), who was the second Khaliff after our beloved prophet, saw a man begging in the street, punished him severely and asked him to work for his maintenance. Some kind of special legislation is urgently required to control the professional beggars. Though almost all professional beggars are called Fakirs all the Fakirs are not professional beggars; such as Makandars and Mujawars who are in charge of Makans containing the shrines of holy people and who are also called Fakirs. These people according to their customs become Murids of some Pirs and call themselves Fakirs but they do not come under the category of 'Fakirs' who are really professional beggars. It is the professional beggary that requires legislative control but not the Fakirhood in any other sense. In reply to the second part of the first question I do not regard it is an encroachment on Islam (excepting those as explained in the above paragraph) if the Mahomendan Fakirs who are professional beggars are brought under legislative control. On the other hand I think that the community will be laid under a great debt of gratitude of the Government for having helped it in carrying out the religious injunctions. The legislative control on the professional beggars, instead of being an encroachment on the religion, will certainly be a help to improve the social and economic condition of the people."

6. *Opposite view: begging permissible by Islam.*—There is also a different opinion which is given expression to in the following extract from a communication received from Kazi Sayed Nurudin Hussein Ahmed Hussein of Broach:—

"It has been stated in the Kuran: 'Wa Ammas Saela Fala Tanhar', *i.e.* 'And as for him who asks do not chide him.' It depends on the will of a person to give anything in charity. Islam permits the asking and making of charity while it makes charity purely optional. Besides, it is a matter of personal selection of the maker of charity, to find out which is the desirable form of charity, and on this subject there is bound to be a great difference of opinion. To fetter the discretion of the giver and the receiver of charity on the question of its form by means of legislation will be a hardship not permissible by Islam."

With reference to this opinion, however, one of the members of our Committee Khan Bahadur Hakim Mahomad Dyam, has favoured us with the following communication:—

"I have carefully read the letter of the Kazi Saheb of Broach, and regret to say that he has wholly misconstrued the meaning of the verse he has quoted from the Koran:

'Wa Ammas-Saila Fala Tanhar.'

i.e., And as for him who asks, do not chide (him).

The Kazi Saheb has correctly translated the verse into English, but it is obvious that he has drawn a wrong inference from it. The verse is in fact a Koranic injunction to the Prophet not to look down upon the needy, as is quite clear from the plain English of the translation itself. I really don't see why it should be interpreted as an unqualified order of 'Islam permitting the asking of charity,' as the Kazi Saheb says. This is gross misinterpretation. I shall try to relate here briefly the incident in the life of the Prophet Mohamed, that led to the issue of this divine mandate. The Prophet received one day from Osman, who afterwards became the 3rd Caliph, the present of some bunches of fresh grapes from his orchard. Just at the time the present was brought, a beggar came and asked for alms, Mohamed gave away the grapes to the beggar. As the latter was going home Osman met him on the way and accosted him. On learning from him what had happened, Osman purchased the grapes back from the beggar and went and once more presented them to the Prophet. The beggar too came and again asked for alms. Mohamed once more parted with the grapes, and the devoted Osman purchased them a second time from the beggar and presented them to the Prophet. The pestering beggar came for the third time and asked for alms. On this occasion Mohamed mildly rebuked him in these terms: 'Art thou a beggar or a merchant?' This want of courtesy on the part of

the Prophet,—although there was ample justification for it,—was considered as likely to set a bad example to his followers, and hence the divine reproof. Now how can any one mistake the meaning of this verse in the face of all these facts ?

" Again, I don't see how legislation in this direction is likely to clash with the tenets of Islam as regards charity. Islam has clearly defined 'the *asking* and *taking* of charity,' and in my opinion the proposed legislation will, instead of 'fettering the discretion of a man' in this behalf, on the contrary, put a stop to indiscriminate charity and help to direct it into proper channels, that will prove more in keeping with the spirit of the Koran and the Traditions of the Prophet, as regards Zakat, Fitra, Sadaka and Kaffara, the various forms of charity in Islam. I will quote here some 'Hadees' or sayings of the Prophet, which will remove all doubts in this connection :

> 'Wa an Abdilla Bin Omar qala Rasoolul-Lahe Sallallaho Alaihe wa sallam la tahillus-sadaqato le-ganiyo wa la le zimirratin sawiyin rawahut-Tirmiziyo wa Abu-Daouba wad-Darimiyo rawaho Ahmado wan-Nasaiyo Wabne Maja an Abi Hurairah.'

i. e., ' Abdulla, the son of Omar (the 2nd Caliph), has related, that the Prophet of God (on whom be salutations and peace !) has said, " *Taking* of charity is not legitimate for the *well-to-do*, nor for an able-bodied healthy person, who may be able to work "—Saying related by Tirmizi, Aby-Daud and Darimi and also by Ahmed, Nisai and Ibne Maja on the authority of Abu-Hurairah.'

" The phrase ' well-to-do ' occurring in this saying is further defined by eminent jurists as being applicable from the aristocrat down to the proletariat, who may be possessed of food sufficient for a day, and clothing just enough to cover the parts which decency requires a person not to expose. Can anything be more clear ?

" There are a number of sayings of the Prophet, which bear upon this subject. I shall quote here only the translation of one more, which will convice you that beggary, nay even the semblance of it, was thoroughly disliked by the Prophet :

> 'Abi Zar says, "The Prophet sent for me and made me promise not to 'ask' (anything) of people " ; and on my promising this he added, " Don't ask even for your whip, should you have dropped it ; dismount and take it yourself."
>
> —Related by Ahmed.'

7. *The golden mean between two extreme views.*—Between these extreme religious views on the subject as to how far begging is permitted by Islam, there is a golden mean. Even the gentleman who affirms that " asking and making of charity " is a sanctioned tenet of Mahomedanism, agrees that the pest of beggars on public streets ought to be stopped, and that the provision of section 61, clause (*s*) of the Bombay District Police Act IV of 1890 should be rigorously enforced.

8. *Prevalence of the use of intoxicating drugs among Fakirs.*—Among the plurality of causes working towards this social evil of Mahomedan mendicancy, the use of intoxicating drugs occupies a prominent position. One of the leading Mahomedan Zamindars of Sind remarks that thousands of persons can be traced who having squandered away all their property by falling into the habit of smoking opium, *charas*, *ganja*, etc., have resorted to begging as the last resort. There are innumerable beggars in Sind who daily consume two to four annas worth of opium or *charas* from the alms received by them.

9. *Persons begging in public streets should be considered as non-religious mendicants unless the contrary is proved by them.*—The opinions collected by us leave no room for doubt that whatever may be the interpretation of the texts of Hindu or Mahomedan sacred literature on the question of begging, there is a consensus of opinion that begging in public streets and places as a *profession* is contrary to modern notions of religious sanctity. We have, therefore, arrived at a practical solution of the problem of professional beggary so far as it is associated with the institution of religious mendicants of both Hindu and Mahomedan faiths, that all persons begging in public streets and places be regarded as committing a public nuisance, and that the onus of proving that a person is begging in

accordance with the tenet of his sect and that he is, therefore, exempt from the application of the general law proposed to be enacted should be shifted on him. We are of opinion that this procedure, if adopted, will render unnecessary the licensing of religious mendicants. We rather think that begging in public places even by religious mendicants should be prohibited and that they should be allowed to beg only in places of religious worship and at festivals.

CHAPTER II.

Classification of Professional Beggars.

10. *Classification of professional beggars.—The able-bodied, the infirm and minors.*—"Professional beggars" in which we include the so-called Sadhus and Fakirs who beg in *public* streets and *public* places fall under three categories:—

(1) the able-bodied;

(2) the infirm; and

(3) minors—begging either as principals or as instruments of adult beggars.

The able-bodied professional beggars who infest the public streets live on misdirected charity and by leading a life of idleness and vagrancy become not only a burden to society but a menace to the peaceful and industrious population of towns and cities. Almost all the gentlemen consulted agree that this class of beggars should be brought under control. At present judicial control over beggars is exercised in the City of Bombay under the City Police Act IV of 1902 and in the mofussil under section 61 of the Bombay District Police Act IV of 1890. The provisions of the Bombay District Police Act have however practically remained a dead letter. Some of the gentlemen consulted in the mofussil are emphatically of opinion that the existing law should be rigorously put into force in areas where professional beggary is rife.

11. *Comparison of the provisions of the City of Bombay Police Act and the Bombay District Police Act.*—The provisions of Bombay District Police Act are not on all fours with those of the City Police Act as will be seen from the following comparative table:—

Provisions of the City of Bombay Police Act IV of 1902.	Provisions of the Bombay District Police Act IV of 1890.
"Whoever in any street or public place begs or directs or permits children under his control to beg or applies for alms or exposes or exhibits with the object of obtaining or extorting alms any sores, wounds, deformity or disease shall be punished with imprisonment for a term which may extend to one month or with fine which may extend to fifty rupees or with both (section 121)."	"In any local area to which the Commissioner by notification from time to time extends this section or any part thereof whoever contrary thereto. * * * * (*s*) begs importunately for alms or exposes or exhibits with the object of exciting charity, any deformity or disease or any offensive sore or wound, in or near to and within sight of any street, shall be punished with fine which may extend to fifty rupees" (section 61 (*s*) of the Act).

Defects in the provisions of the Bombay District Police Act.—It will be seen that in the mofussil mere begging of alms in a public street is not an offence, only begging importunately is made penal. Now it is very difficult to prove whether a particular form of begging falls under the category of "importunate" and it is quite possible that Magistrates may give the benefit of doubt to the accused who are brought up by the police for trial. The person who is approached for begging individually will hardly come forward to give evidence in support of the prosecution and several forms of begging in public streets and places are likely to escape punishment even if the police are required by administrative orders of Government to enforce the provisions of the law in a systematic manner. *Secondly*, in the mofussil imprisonment is not a form of punishment for the offence of begging as in the City of Bombay. The only punishment of inflicting a fine on a beggar is sure to create sympathy and to terminate in nominal conviction and release. *Thirdly*, the offence of making children instrumental in professional

beggary is not made penal in the mofussil as in the City of Bombay. *Fourthly*, the provision of the Bombay City Police Act apply not only to streets but to "public places" as well. A "public place" is defined in the interpretation section 3 (*j*) of Bombay Act IV of 1902 as "including the foreshore, the precincts of every public building or monument and all places accessible to the public for drawing water, washing or bathing, or for purposes of recreation", the Bombay District Police Act does not extend the penal clause to begging in a public place which term finds no place in the interpretation section of that Act.

These four defects in the mofussil enactment require to be remedied at the earliest opportunity and we shall revert to this subject in the second part of this report relating to recommendations.

12. *Prosecution of beggars without opening outlets for work affords no real remedy.*—We find, however, from the mass of information at our disposal that police prosecutions under the existing law cannot touch the root of the evil. The Commissioner of Police, Bombay, expresses the same opinion in paragraph 14 of the Annual Report of the Police of the City of Bombay for the year 1917.

> "However sustained police activity may be we can only touch the fringe of the problem which is essentially a provincial one, and until each district maintains its alm-houses and Bombay City keeps up a clearing house into which beggars are put pending transfer to the District alm-houses or to work-houses for those who are physically capable of working, there will be no permanent improvement."

13. *Work-houses and settlement for this class of beggars.*—It follows as a corollary from the foregoing observations that unless and until work-houses or settlements are established at convenient centres for able-bodied beggars mere judicial proceedings either under the existing law or under any proposed enactment will not solve the problem. We have considered the provisions of an ordinance for the establishment of houses of dentention for vagrants enacted by the Governor of Ceylon, and are of opinion that the method of disposal of vagrants by repatriation, though it may be suitable for the island Colony of Ceylon, is unsuitable for the Presidency of Bombay. We are of opinion that work should be found for the able-bodied beggars and that with that end in view the loafers and the work-shy should be detailed in work-houses or settlements. The work-house system has its draw-backs. It tears away persons from their homes and the people for whom the work-houses are intended look upon them as places of penal servitude. Our Committee would therefore prefer to have settlements of paupers, on the lines of the Criminal Tribes Settlements whenever and wherever possible instead of such forced labour-houses. To ascertain whether the system of Criminal Tribes Settlements could be adopted with some modifications with respect to beggars, the Committee deputed two of their members, Messrs. Sethna and Masani, to inspect the working of the Criminal Tribes Settlements established in Bijapur and Sholapur. The following extract from the joint note* of the two members gives a clear idea of the working of these Settlements on the most economical basis.

Working of the Sholapur and Bijapur Criminal Tribes Settlements.—"The efforts to reclaim the criminal tribes brought under these settlements consist in placing a restraint upon their movements under the Criminal Tribes Act, in finding employment for them and in bettering the social life of these people. Over 5,000 persons are now in Bijapur and neighbouring settlements and over 3,000 in the Sholapur settlements and with the assistance of a few police guards the wanderings of these tribes have been easily brought under control. They regularly attend the Mills and other places where they are sent to work during the day time. During the night they are forbidden to go out except with special permission and these orders are rarely infringed. The number of absconders is very small, scarcely two per cent. and the cases of breaches of discipline are also surprisingly few. The reason for this lies in the fact that these tribes enjoy considerable freedom although restricted to a particular area. Only a few have their settlement enclosed by a wall, others are allowed to stay in huts and houses situated outside the walls. They live as they like and their religious and social

* A copy of the note is appended (*vide* Appendix No. 6).

customs are not interfered with in any way. They are, moreover, tenderly looked after and they verily look upon the Settlement Officer and his staff as their *Mabap*. Thus by a wise and sympathetic administration of the Criminal Tribes Act useful labour is evolved out of material which formerly consisted of professional coiners, cattle-lifters, thieves and petty pilferers :—

"After several experiments, it is found that an industrial settlement is the type most suitable for the regeneration of these tribesmen, and that agricultural settlements are not quite suitable owing to the fact that these people know nothing of agriculture and also owing to the risks involved and the difficulty of finding suitable land. In Sholapur almost all the settlers find employment in spinning and weaving Mills. The arrangement works admirably. Government have made over the management of the Settlements to the American Marathi Mission under the general supervision of Reverend H. Strutton whom the mill authorities inform of their wants and who sees to it that the men regularly attend work. Those who refuse to work are liable to imprisonment, but the men are amenable to reason and persuasion and it is seldom necessary to have recourse to the provisions of the law. Young boys are taught the work of masons and a few are taught carpentary also. The mill authorities are always anxious to avail themselves of the labour thus recruited for them and they give to Government a grant of annas 12 per mensem per each labourer from the Settlements provided he or she is not absent for more than four working days within the month.

"In Bijapur there are no spinning and weaving mills, but there are several ginning and pressing mills and the majority of the settlers find works in these mills. Several of them have been taught to work as masons, others have been trained as carpenters, while a few have been enlisted as police sepoys, forest guards, and peons. Young boys and girls are generally half-timers.

"Thus a settled income is ensured for each family and all of them seemed to appreciate very much the change from criminal to settled life. Their children are also taught in schools established in the settlements and free medical aid is administered to them by the staff maintained for the purpose. Arrangements have been made to keep the surroundings clean, and inspectresses are employed to visit the huts and impress upon the women simple rules of sanitation and hygiene. Bathing and washing places are provided for the people. In Sholapur a bathing tank has been constructed for the little children and the water is changed daily.

"A housing scheme on co-operative principles enables those who have deserved freedom from restraint to get sites of land outside the walls of the Settlement on which to put up their own houses or huts with the aid of advances from Government to the extent of about 75 per cent. of the value of the house or hut. The advances are being repaid in small annual instalments. The average cost of such a house is about Rs. 100 and the instalments are spread over an interval of about 10 years. The housing scheme undoubtedly gives a further incentive to the people to stick to the place and to take to settled life. Each family caters for itself from its own earnings. Some decrepits or orphans are however given doles of grain, etc., at the expense of Government.

"As regards the cost of the management of these Settlements the following figures show that the recurring expenditure in the Bijapur District works out at Rs. 13-8-0 per head and in Sholapur at Rs. 6-9-0 per head.

For Bijapur District.

	Rs.
Proportionate cost of the Central Supervising staff	22,500
Executive staff of the settlement and their allowances	15,750
Miscellaneous expenditure	17,000
Educational	10,700
Pay of police guards and their allowances	8,900
Total ..	74,850

The total population in the Settlements being 5,400, this gives an average of Rs..13-8-0 per head, per annum.

For Sholapur.

	Rs.
Proportionate cost of Central Staff	3,750
Pay and Allowances of Police guards	5,000
Grant to the American Mission for management and supervision charges..	22,400
Total ..	31,150
Less capitation grant received from the mills for regular attendance of the labourers	9,000
	22,150

The population of the settlement being 3,200, this gives an average of Rs. 6·9 per head per annum. The reason why the cost of management of the settlement in Sholapur is nearly half the cost of management in Bijapur District is that the concentration of a very large number of persons in one settlement enables the settlement work to be carried on with a minimum of staff. Moreover the Mission arrangement is very economical. It would be impossible for Government to obtain a capable and reliable officer as manager on the salary of a missionary. Also this settlement is the only one in which part of the expense is borne by the mills in the form of a capitation grant.

"As regards the initial and non-recurring expenditure it consists in the acquisition of sites for huts, quarters for the staff—school buildings, drains, latrines, water pipes, bathing places, etc. It is estimated that the non-recurring cost of a settlement for 1,000 persons (apart from their owing housing) would be Rs. 50,000. Allowing 9 per cent. for repairs, interest and depreciation this gives Rs. 4-5-0 per head.

"It seems to us that if similar settlements for able-bodied beggars are established in suitable places such as Coorla and if they are capably supervised as in Sholapur and Bijapur, the results will be equally satisfactory. The cost will of course vary as both land and labour are much dearer in Bombay and even if an increase of 50 per cent. is allowed in the supervision charges the recurring expenses of managing a settlement of about 3,000 persons at a place like Coorla would be about Rs. 10 per head per annum if the cost of central supervision is shared with other settlements in the Presidency or about Rs. 15 per head if the cost is not shared by any other settlement. It may be stated here that settlements for beggars will not need so strong a police guard as the settlements for criminal tribes for it would not be necessary to patrol closely the settlements at night. The cost of police charges will be comparatively less. Further, primary education will soon become universal throughout the country and the item of cost of education of the children in the settlement would be eliminated."

It may be noted that the proposed legislation and the enforcement of the new Act will tend to reduce considerably the number of able-bodied beggars as many of them will undoubtedly prefer to turn to independent work rather than to work under supervision in settlements. The number of beggars brought into the settlements will not therefore be as large as it will appear at the first instance. It may further be pointed out that in the case of regular begging castes the few old and infirm persons could be supported by the earnings of the physically fit members of their families if the whole community is placed in a settlement. The children in the settlement will also be supported by the earnings of their parents. This will mean a saving of the expenses of maintaining homes for the infirm and the juvenile beggars.

14. *Localities to be selected to suit varied employment.*—As the conditions and nature of labour differ in various parts of the Presidency it is desirable that settlements for professional able-bodied beggars should be located at places

where there are chances of suitable varied employment for the inmates of the settlements. In the second part of our report we shall revert to this subject while formulating detailed proposals.

CHAPTER III.

Infirm Professional Beggars.

15. *The infirm and the diseased.*—The second class of professional beggars and the infirm require to be dealt with not from a punitive but from a charitable and humane stand-point. A large number of infirm beggars suffering from natural bodily infirmities and old age should, however, be distinguished from persons suffering from loathsome or infectious diseases such as leprosy.

16. *Treatment of pauper lepers—Suggestion to make the provisions of the Lepers Act more stringent.*—There are asylums at important centres in the Presidency where pauper lepers are received, housed and maintained but even in cases in which the provisions of the Leper Act III of 1898 are enforced and pauper lepers are sent to such asylums, many lepers abscond and prefer to beg in streets rather than live comfortably in Asylums. They thus become a nuisance and danger to the public. We are informed that to remedy this evil the Municipal Corporation of Bombay suggested to Government a few years ago that the provisions of the Lepers Act might be made more stringent. We do not know what became of this suggestion. We are of opinion that the measure suggested by the Corporation or any other measures which Government may consider necessary should be adopted with a view to removing this nuisance and danger to public health.

17. *The extent and nature of present charities in the Presidency.*—Then remain the infirm who are otherwise harmless but who require feeding, clothing and medical treatment. We are not at present inclined to recommend the introduction of the Poor Law System of the United Kingdom in India. There are a large number of Sadavart Anathashrams, etc., in the city of Bombay and in the mofussil based on indigenous religious principles. There is a common non-sectarian basis in some of these institutions so far as feeding and clothing the poor are concerned, but the endowments and charities are of a very limited nature, and what is required is co-ordination of charities by the recognition of the institutions for reception of infirm beggars under orders of Magistrates under the enactment suggested in the second part of the report. We append a summary of statistics collected about charitable institutions in the city of Bombay and Districts of the Presidency which shows the extent of the distribution of charities (*vide* Appendix No. 5, page 41).

18. *Necessity for co-ordination of charities.*—In this connection we recommend for the consideration of Government the following suggestion for the constitution of a "charity organization committee" made in a Memorandum* on the question of pauperism in Bombay by Dr. Jehangir J. Cursetji. The following suggestion made in the memorandum for co-ordinating the efforts of the various charitable institutions is worthy of consideration:—

> "One such Committee might be a Charity Organization Committee to which may be appointed representatives of various large charities in one city endowed for the specific purposes of alms giving and support of destitute and infirm beggars. If some of these charities are specially constituted or created as purely sectarian, *i.e.*, for special communities only, their administration might be arranged on the lines of the donors' wishes. Such a properly constituted Organization Committee may be entrusted with the work of organizing all such charity work, and diverting, wherever possible, some of the funds at their disposal into really useful and truly charitable channels. The Trustees of some of these charities who are unhampered by any restrictions, may be induced to make voluntary contributions out of the funds at their disposal, in the shape of monthly or yearly contributions towards a general and non-sectarian charity fund for the maintenance and relief of these poor unfortunates. One or more special refuges or poor homes might be founded under their auspices, for the erection and working expenses of which a general poor relief fund might be started as suggested

* This forms an accompaniment to the Report of the Bombay Municipal Corporation Committee forwarded to Government with the President's letter No. 3126, dated the 6th August 1918.

above. Several institutions of this kind already exist in our city. For instance the Bombay District Benevolent Society maintains a refuge for the paupers of all communities at Duncan Road. In the same locality there is the King Edward Home for homeless Europeans and there are several communal refuges for the destitutes of the different communities. The efforts of all these might be easily co-ordinated."

19. *Infirmaries and Hospitals—Lady Willingdon Infirmary at Surat.*—Apart from the feeding and clothing of the infirm there is another important side of medical relief to the suffering beggars picked up from public streets and places. Ordinary hospitals and dispensaries cannot be expected to give medical treatment for an indefinite period to those who have permanent bodily infirmities, *e. g.*, the blind, the deaf, the lame, etc., nor can Sadavarats and orphanages, unless they are equipped with hospital arrangements, be expected to administer their special form of relief through nursing. It is therefore desirable that for such decrepits there should be Ashaktashrams of the type of the Lady Willingdon Infirmary at Surat which is an institution deserving of every encouragement at the hands of Government. The maximum number of the inmates who can be accommodated in the present institution is 125, while the actual number of inmates was 85 in November 1918. The institution combines a hospital and home for the infirms. A segregation ward for persons suffering from infectious diseases has been set apart. There is also a dispensary for out-door infirms attached to the institution. The average number of out-door patients is 80. There is no permanent endowment fund and the institution appears to be managed out of a fluctuating revenue.

CHAPTER IV.

Juvenile Beggars.

20. *Number and classification of juvenile beggars.*—By far the most distressing sight in the streets of Bombay is the contingent of juvenile beggars,—the blind and the deaf-mutes, the maimed and the crippled, the tuberculous and the epileptic, the emaciated and the feeble-minded, also the able-bodied and the morally deficient. Some of them are homeless and helpless, but a good many able-bodied as well as the infirm are exploited by parents, or guardians, or by professional beggars to whom they are hired out, for begging and thieving.

These children, numbering about 1,000 in Bombay City and about 14,000 in other parts of the Presidency, may be distributed under the following heads :—

(1) Illegitimate or forsaken children who have no relations or friends.

(2) Ill-treated or headstrong children who have run away from their homes.

(3) Children of professional beggars.

(4) Children of the depressed classes (including poor labourers and artisans).

(5) Children exploited for begging by unscrupulous guardians or persons to whom they are sold or hired out.

21. *Necessity for organizations armed with legal powers to rescue pauper children from streets.*—All these unfortunate children need a helping hand before they become confirmed criminals. There is not much difficulty in reclaiming from the streets those who have not fallen in the clutches of professional beggars, but there is no enactment empowering any one to keep them in recognized homes against their will. Consequently a large number of habitual tramps run away from the places of shelter to which they are taken by charitable persons and organizations. To those more unfortunate children who are compelled to beg by parents or guardians it is impossible at present to render any assistance, as the law does not vest any authority in any one to take charge of such children or to prevent others from exploiting them in that way. Our Committee are, therefore, of opinion that throughout the Presidency there should be organizations armed with legal power for rescuing the little ones from the streets. In Bombay City the Society for the protection of children in Western India has been engaged in this work. In Poona another Society has been

rendering useful work in the same direction. The scope of their activities is, however, considerably limited owing to the existing state of the law. They can take charge of only orphans or children who have been deserted by their parents. They have no legal hold over ill-used and ill-treated children claimed by parents or guardians. Besides the homes of these Societies there are, in the city and the Presidency, a large number of homes and orphanages to give shelter to the homeless children. What several of them want is not funds but children to be maintained from the funds at their disposal. The authorities of these homes see a large number of helpless children in the streets, several of them deformed and decrepit, crying for institutional care, but they cannot take such children in their custody for the reasons mentioned above. For the prevention of juvenile beggary, therefore scarcely any new homes or industrial schools are needed. What is urgently necessary is to co-ordinate the efforts of the existing institutions, and to arrange for their co-operation, so far as practicable, and to have legislation authorizing Police Officers or agents of recognised institutions to take pauper children to recognised homes and empowering the authorities of those homes to take charge of them.

22. *Legislation on the lines suggested by the Society for protection of children in Western India recommended.*—The work of the Society for the protection of children in Western India has brought to light several cases of cruelty and neglect and even sales of children for the purpose of begging or for immoral purposes. In dealing with such cases the Society is considerably handicapped for want of legal powers. The Poona Society also labours under similar disabilities. These defects in the law for the protection of minors have been lucidly brought to the notice of Government by the Bombay Society in its representation dated the 28th February 1918, and the Society has suggested legislation on the lines of the Children Acts, 1908-1913. The following sections of the English Act, to which the Society has invited attention, deal with begging:—

Section 14.—"If any person causes or procures any child or young person or having the custody, charge or care of a child or young person allows that child or young person to be in street, premises or place for the purpose of begging or receiving alms or of inducing the giving of alms whether or not there is any pretence of singing, playing, performing, offering anything for sale or otherwise, that person shall, on summary conviction, be liable to a fine not exceeding twenty-five pounds or alternatively or in default of payment of such fine or in addition thereto, to imprisonment with or without hard labour for any term not exceeding three months."

Section 58.—"Any person may bring before a petty sessional court any person apparently under the age of fourteen years who (*a*) is found begging or receiving alms (whether or not there is any pretence of singing, playing, performing, offering anything for sale, or otherwise) or being in any street, premises or place for the purpose of so begging or receiving alms; or (*b*) is found wandering and not having any home or settled place of abode, or visible means of subsistence or is found wandering and having no parent or guardian or a parent or guardian who does not exercise proper guardianship; or (*c*) is found destitute not being an orphan and having both parents or his surviving parent or in the case of an illegitimate child his mother undergoing penal servitude or imprisonment; or (*d*) is under the care of a parent or guardian who by reason of criminal or drunken habits, is unfit to have the care of the child."

Our Committee concur in the recommendations made by the Society and recommend that legislation on the lines suggested by the Society should be undertaken at a very early date. They also concur in the Society's recommendation to exempt from the operation of the proposed legislation students visiting houses and begging for food in accordance with the practice called "Madhukari" which is hallowed by ancient usage.

23. *Existing orphanages and homes for children.*—A list of some of the existing orphanages and homes for children in the Presidency is appended to this report (*vide* Appendix No. 9). If a few of these homes are selected for recognition, and, if necessary, their funds are supplemented by grants from the Provincial

and local funds almost all the juvenile beggars will be provided for, but it will probably be necessary to provide one or two additional homes for girls. If pauper settlements are formed as suggested in Chapter II, most of these children will be reclaimed from the streets and looked after and trained in those settlements for useful pursuits.

PART II.—RECOMMENDATIONS.

CHAPTER V.

Remedial Measures.

24. *Remedies—punitive, preventive, curative.*—On a careful consideration of the statistics collected through official and unofficial agencies discussed in the first part of the Report, we have come to the conclusion that the measures necessary for helping beggars to become useful members of society and for suppressing the nuisance of professional beggary would be threefold:—

(*i*) Punitive, (*ii*) Preventive and (*iii*) Curative.

25. *Amendment of the Bombay District Police Act.*—As to the first kind of remedy we have found that the existing law as embodied in the Bombay City Police Act, 1902, and the Bombay District Police Act, 1890, does not afford adequate power to the police and the magistracy. The foremost defect in the existing law is that it does not provide for recognition of suitable homes, infirmaries or orphanages to which convicted beggars can be sent under the orders of Magistrates. The defects of the mofussil police law have been pointed out in Chapter II. After careful consideration we are of opinion that it is necessary that there should be one special enactment applicable to the whole Presidency for dealing with professional beggars. The special enactment should provide—

(*i*) that begging not only in a public street but also in a public place including Railway Stations and trains is penal;

(*ii*) that imprisonment for a term not exceeding one month should be an alternative form of punishment;

(*iii*) that the offence of causing children to beg or allowing them to be in any street or premises for begging should be made penal; and

(*iv*) that begging whether importunate or not should be regarded as an offence.

26. *Begging in a public street or place to be made a cognizable offence.*—We are also of opinion that irrespective of the special enactment the offence of begging in public streets and places should be made a cognizable offence, *i.e.*, such that the police can arrest the accused without a warrant. The present mode of taking the accused to a Magistrate involves an irregular form of police control. If the police take down the names and apply for summons for a formal complaint the beggars having not fixed homes are likely to go out of the clutches of law by non-service of process. The offence will, no doubt, be bailable, although cognizable, so that no undue hardship can occur to a religious or other mendicant arrested for begging in a public street or place.

27. *Treatment of first offenders.*—We consider it desirable that on first conviction an able-bodied beggar should be warned and given an opportunity to seek honest work. If he is not a native of the particular locality where he is tried, he should be called upon to return to his native place. If he refuses or fails to do so, he may be committed for detention to a recognized work-house or settlement of the type described in Chapter II.

28. *Treatment of habitual offenders.*—If this humane treatment on first conviction is abused, and if the offender is again found loitering about in public streets or places for begging, the Magistrate should have the power to order imprisonment as substantive punishment either in jail or preferably, in a penal settlement, and to compel the habitual offender to notify his residence and change of residence for a period not exceeding two years from the termination of his substantive period of punishment. This restriction over his movements will protect the public from the pest of professional begging and also enable the Police to put a check on his criminal propensities.

M H 1484—4

29. *Curative and reformative measures with regard to the infirm and minors.*—Inaddition to the punitive measures regarding the able-bodied beggars either on the first or subsequent convictions, and in addition to preventive measures with reference to habitual offenders against infesting public streets on release, we think that Government should provide for curative and reformative measures in connection with the infirm and minors brought before a Magistrate. Just as a Magistrate has power to pass a reception order with reference to a lunatic or a leper under Indian Lunacy Act or the Lepers Act, so he should have the power to send a professional beggar who is an infirm or a minor, to a recognized infirmary or an orphanage as the case may be.

30. *Recognition of certain infirmaries and orphanages for reception orders.*—There are in Gujarat institutions such as the Lady Willingdon Infirmary at Surat, the Hindu Mahajan Anathashram at Surat, the Hindu Anathashram at Broach, the Hindu Anathashram at Nadiad, and the Rao Saheb Mahipatram Rupram Anathashram and Orphanage at Ahmedabad, which are fit for recognition for reception orders of Magistrates. A copy of a note by two members of the Committee, Messrs. V. J. Patel and N. D. Mehta, on their inspection of the institutions named above is appended for the information of Government (*vide* Appendix No. 8). There are similar institutions in other parts of the Presidency, and if Government accept our recommendation for a special enactment, a Central Board constituted under the Act, of officials and non-officials, as suggested by us below, will be in a position to advise which institutions are fit to be put on the list of recognized infirmaries and orphanages.

31. *Special legislation for the protection of children recommended.*—As regards children, our Committee have carefully considered the proposals embodied in the letter dated the 25th February 1918 from the Society for the protection of children in Western India to the Government of Bombay and have come to the conclusion that legislation should be undertaken at an early date on the lines indicated therein. This enactment will be supplementary to the enactment for the suppression of professional beggary, and minors found begging in public streets and places will be dealt with separately under the proposed Act for the protection of children.

CHAPTER VI.

Administration and Finance.

32. *Formation of a Central Board for the guidance of local officers and local authorities.*—No legal measures would be complete unless the machinery for working the enactment is provided with an efficient administrative *personnel* and with a sound financial basis. We are fully aware of the dangers of over-centralization in matters of local administration, but we are at the same time of opinion that in the commencement, at any rate, the experiment of preventing professional beggary should not be left in the hands of local officers or local authorities without the guidance and co-operation of practical administrators of wider experience. We would suggest, therefore, the constitution of a Central Board consisting of officials and non-officials to lay down a general policy and to control the operations of local officers and local authorities entrusted with the administration of the new law. Eventually we think the work should devolve on Municipalities and Local Boards exclusively.

33. *Special enumeration of beggars to be provided for at the ensuing census.*—In order to obtain a reliable basis for the working of the new Act from an administrative point of view, it is desirable that at the ensuing decennial census which will be taken in 1921 special forms of enumeration should be introduced in order to ascertain the actual number of professional beggars under the three main categories both for districts and large towns. The lumping of the figures of beggar population with those of prostitutes, procurers, cattle poisoners, etc., as in the last census report, baffles all attempts at estimating the extent of the evil of professional beggary and the cost of remedial measures and is likely to create an exaggerated notion of the difficulties of dealing with this question.

34. *Ways and means.*—We now turn to the ways and means for preventing professional beggary. It appears from the perusal of the proceedings of the

local legislative Council which led to the constitution of our Committee, that Government were not sanguine as to the results of the enquiry partly on account of the problem having been associated with religious mendicancy and partly on account of financial difficulties. As the census figures, for the reasons already explained, did not furnish reliable data about professional beggars, the debate on the question of finance was more or less of an academical nature. We have, however, obtained certain statistics from District Officers, which though they cannot be regarded as perfectly accurate, can safely be treated as making the nearest approach to accuracy for practical purposes. The subjoined table gives an idea of the extent of beggar population in the Presidency excluding Native States and the Settlement of Aden.

Area.	Population.	Population of beggars.		Total.	
		Adults.	Juvenile.		
Bombay City ..	979,445	4,000	1,000	5,000	
20 districts (see appendix No.	15,108,446	30,865	14,020	*44,885	
	16,087,891	34,865	15,020	49,885	
Add 6 districts which have not given the statistics.	3,538,586			10,972	*(Approximate figure taken in proportion to above).
	19,626,477			60,857	

It appears that the ratio of juvenile beggars to adults works out at 30 per cent. to 70 per cent. If the number of infirm beggars of, say, 5,000 is added to 15,000 juvenile beggars we may assume that the proportion of the infirm and minors on the one hand and the able-bodied on the other is 1 to 2, *viz.*, about 20,000 to 40,000. Thus if able-bodied beggars are brought under control and sent to work-houses or settlements, the number of the infirm and minors to be maintained dwindle down to 20,000. In a well-organized Hindu Anathashram at Nadiad the cost of maintaining one pauper comes to Rs. 7 per mensem or Rs. 84 per annum. According to the jail statistics relied on by official members in the debate in the local Legislative Council, the cost comes to about Rs. 100 per head per annum (*vide* page 208 of the *Bombay Government Gazette*, dated 1st February 1918, Part V). Taking jail statistics as the basis, the total cost of maintaining the infirm and minors will be about 20 lakhs per annum on the supposition that all are to be maintained from public funds, in infirmaries and children's homes. Allowances may, however, be made for two factors, *viz.*, (1) that the actuals of the cost of maintaining the jail population are considerably higher than those of existing homes for the class of people under consideration and (2) that large number of private orphanages, etc., are willing to give shelter to most of these people.

35. *Policy of dividing the cost half to half between provincial and local revenues.*—As regards the allocation of the cost, we are of opinion that the burden should not fall wholly on provincial revenue. The policy that the State should bear half the cost in matters such as primary education, may be followed in this case and municipalities and Local Boards may be required to bear half the burden from municipal and local revenues. This will involve some consequential amendments in the Bombay City Municipal Act, the Bombay District Municipal Act and the Bombay Local Boards Act.

36. Similarly, the cost of maintaining work-houses and settlements for able-bodied beggars should be borne half by Government and half by local bodies. According to the statistics gathered and discussed in Chapter II of this report the cost of maintaining a Settlement varies from Rs. 6-9-0 at Sholapur to Rs. 13-8-0 at Bijapur per head per annum, while the non-recurring or initial expenditure comes to Rs. 4-5-0 per head per annum. In the event of Government deciding in favour of legislation, we recommend the establishment of work-houses or Settlements on the basis of the Criminal Tribes Settlements for able-bodied

beggars. It would be possible to have at least one such Beggar Settlement at Coorla in the Thana District where Messrs. Tata and Sons and Company, the Agents of the Swadeshi Mills, have expressed their willingness to employ the inmates of the settlement. We are of opinion that if in the beginning a capable officer like Mr. Starte, I. C. S., Criminal Tribes Settlement Officer, is appointed by Government to organize and supervise a Beggar Settlement, he would make it as successful as the existing criminal tribes settlements under him. The cost per head would be very nearly the same as of the Criminal Tribes Settlements, although there are special features.

CHAPTER VII.

Conclusions.

37. *Outline of the special enactment for prevention of professional beggary.*— To give effect to the foregoing proposals, we commend for the consideration of Government the introduction of a Bill for the prevention of professional beggary at the earliest opportunity, the outline of which may be laid down as under:—

(1) The Act should, in our opinion, be made applicable to the whole Presidency. If it is applied to a portion or portions only of the presidency, the mischief will be accentuated in other parts and the objects of the proposed measures will be frustrated.

(2) The Act should provide for the following:—

(*i*) Begging in a public street or place should be made a cognizable offence.

(*ii*) Magistrates in the Presidency Town and Magistrates not below the rank of second class Magistrates in the mofussil should be empowered to commit for detention an able-bodied beggar to a recognized work-house or settlement, an infirm beggar to a recognized infirmary, and a child beggar to a recognized home for children.

(*iii*) In areas where village Panchayats may be established the power of passing reception orders may be vested in these bodies.

(*iv*) The Magistrate should be empowered to give the option to an able-bodied beggar on first conviction not belonging to the locality where he is tried to return to his native place, and in the event of his refusal to do so, to commit him for detention to a recognized work-house or settlement. Similarly in the case of a decrepit beggar the Magistrate should have power to deport him on first conviction to his native place, *provided* there is an infirmary at the place; otherwise he should be sent to a local infirmary.

(*v*) The term 'professional beggar' should be so defined as to include any person begging in a public street or public place (including railway premises, etc). Any beggar found begging in public streets or places posing as a Sadu or Fakir shall be treated as non-Sadhu or non-Fakir unless he proves to the contrary before the Magistrate that he is justified in begging in public streets and places according to the canons of his sect or denomination. In other respects, Sadhus and Fakirs are not to be interfered with.

(*vi*) In the case of habitual offenders the Magistrate should have power to order the convicts on their release from jail or penal settlement to notify their place of residence or change of residence for a period not exceeding two years.

(*vii*) Power should be taken of recognizing and utilising Sadavarts and other charitable institutions for admission of beggars with the consent of their managers.

(*viii*) The cost of work-houses, settlements and infirmaries should be borne equally by Government and local authorities.

(*ix*) There should be in the initial stage a Central Board consisting of officials and non-officials for the smooth working of the special enactment through local officers and local authorities.

38. *Consequential amendments in other Acts.*—In pursuance of the general policy enunciated above there should be consequential amendments in the Bombay City and District Police Acts. The Bombay City Municipal Act and the Bombay Local Boards Act should also be amended so as to legalize expenditure on the maintenance of professional beggars in infirmaries, etc., and on the upkeep of work-houses and settlements to the extent specified above so far as the beggars of their areas are concerned, and to enable them to levy a rate for such purpose, if necessary.

39. *Special enactment for protection of children.*—As regards child beggars, special legislation should be undertaken on the lines suggested by the Society for the protection of children in Western India in their letter to Government dated 28th February 1918.

40. *Allocation of cost to other Provinces and Native States with regard to infirms.*—In the event of a large number of decrepit beggars not belonging to the Presidency being sent to a local infirmary, Government should arrange for the allocation of cost with the authorities of the province to which such decrepit beggars belong. With regard to beggars belonging to Native States the same principle as to allocation of cost may be followed in consultation with the respective Darbars through their accredited Political Agents.

41. *Suggestion to make the provisions of the Lepers Act more stringent.*—To prevent leper beggars from begging in streets and public places the provisions of the Lepers Act should be made more stringent or any other measure which Government may consider necessary with a view to stopping this nuisance and danger to public health should be adopted.

42. *Enumeration of beggars to be provided for at the ensuing census.*—Arrangements may be made for collecting at the next census separate statistics regarding beggars under certain classes to be prescribed by the Local Government.

43. *Suggestion to devise a method of co-ordinating private charities.*—Lastly, we invite the attention of Government to the large amount spent by Sadavarts in this Presidency in supporting beggars. There are at least in 20 districts (including Bombay) 349 Sadavarts, etc. (charitable institutions), which shelter and maintain 4,035 residential paupers and feed 1,209,290* outdoor paupers at a cost of Rs. 3,95,803 per year. The statistics are not exhaustive but they give an idea that the springs of charity are not dried up in this country, and we feel confident that Government will see their way to devise a method of enlisting the co-operation and assistance of such Sadavarts in the matter of preventing professional beggary.

44. *Concluding remarks.*—Such, in brief, are our conclusions and recommendations on the subject referred to us. We are fully aware that the facts and figures which we have collected, through the willing co-operation of district officers and non-official gentlemen who have responded to our enquiries, are not exact, but they afford a workable hypothesis. We trust we have submitted our proposals in a concrete and workable form, and we have refrained ourselves from encroaching upon the domain of social or religious reform which is inextricably connected with the problem of professional beggary.

45. We may state that some of the suggestions contained to this report have also been made by the Committee appointed by the Bombay Municipal Corporation, copy of whose report was submitted to Government with the letter No. 3126, dated the 6th August 1918.

46. In conclusion, we take this opportunity of expressing our gratitude to Government and their officers for their willing co-operation in responding to our detailed enquiries, especially during a period of extreme pressure of

* This number presumably includes residential paupers in some cases.

official work arising out of the war and famine conditions. We have also the pleasure of putting on record our acknowledgments to our Secretary, Khan Bahadur Pallanji N. Davar, for the assistance zealously rendered by him to the Committee.

PHEROZE C. SETHNA,
V. J. PATEL
R. P. PARANJPYE,
R. A. HUME,
H. D. GORE,
R. P. MASANI,
N. D. MEHTA,
AMBALAL SARABHAI,
HAKIM MAHOMAD DYAM.

Bombay, 15th April 1919.

Note.—As Mr. M. K. Gandhi was frequently out of Bombay and consequently unable to attend most of the Committee Meetings, he has not seen the Report. It has therefore not been possible to obtain his signature to the same.

List of the appendices to the Report of the Committee for prevention of Professional Beggary.

1. Questions relating to Sadhus.
2. Summary of replies received from the gentlemen who were addressed regarding Sadhus.
3. Questions relating to Mahomedan Fakirs.
4. Summary of replies received from the Mahomedan gentlemen who were addressed regarding Fakirs.
5. Statistical summary of replies received from District Magistrates in the Bombay Presidency.
6. Note by two members of the Committee, Messrs. Phiroze C. Sethna, O.B.E., and R.P. Mesani, on their visit to Criminal Tribes Settlements in Sholapur and Bijapur.
7. Article on "Leprosy in Bombay" by Mr. T. S. Krishna Murti which appeared in the Social Service Quarterly for April 1918.
8. Note by two members of the Committee, Messrs. V. J. Patel and N. D. Mehta, on their Inspection of certain Anathashrams in Gujarat.
9. List of some of the existing orphanages and homes for children in Bombay Presidency.
10. Note by Rao Bahadur Thakorram Kapilram, Honorary Secretary of the Hindu Mahajan Balashram, Surat, suggesting the lines on which the institution could be developed.
11. Pamphlet entitled "Child protection Lecture delivered on 23rd October 1915, under the auspices of the Social Service League, Bombay, by R. P. Masani."
12. Madras Bill No. 4 of 1917 being a Bill to make further provision for the custody, trial and punishment of youthful offenders and for the protection of children and young persons.
13. Report of the Local Government Committee on the transfer of functions of poor Law Authorities in England and Wales.
14. List of papers considered by the Committee.

APPENDIX No. 1.

Questions relating to Sadhus.

1. Under how many denominations do Sadhus fall ?

2. Are they (Sadhus) under the religious and moral control of the heads of their denominations and if so what is the extent of that control ? Please state the names of recognised Heads or Mahants of each denomination.

3. Is professional beggary sanctioned by the canons of religion professed or followed by the respective denominational Sadhus ? If not, can you regard it as an act of encroachment of religion, if such Sadhus are brought under Legislative control ?

4. It is said that in some parts of India there are persons called Sadhus who do not belong to any denomination and who do not recognise any religious head. It is suggested that Sadhus whether belonging to any denomination or not, or whether recognising any religious head or not, should be licensed or certified by a religious head or three persons in a town or village the license or certificate being countersigned, if necessary, by a town or village officer, and that holders of such license or certificate should be recognised as real Sadhus and allowed to follow their profession of begging unmolested, while all other Sadhus not possessing any such license or certicfiate should be treated as ordinary beggars and brought under the control of the Police and the Magistracy. What are your views on the subject ? Would Sadavarts co-operate by confining their charity to licensed. Sadhus ?

5. Professional beggars whether Sadhus or non-Sadhus fall under the following heads :—

(1) Able-bodied adults.

(2) Physically unfit.

(3) Minors.

What measures do you suggest for each of these classes ?

6. How many Sadavarts or Anathashrams are known to you for maintaining the physically unfit class of Sadhus or non-Sadhus ?

7. Will it be possible for heads of denominations and their respective laity to co-operate with the authorities in the maintenance of Homes and Asylums for the physically unfit ?

APPENDIX No. 2.

Summary of Replies to Questions regarding Sadhus.

Note.—In all 108 Hindu gentlemen were addressed as regards Sadhus and 23 Mahomedan gentlemen as regards Fakirs. Out of these only 54 Hindu gentlemen and 13* Mahomedan gentlemen have replied. Two Parsi and one Christian gentlemen whose names were suggested by the District Magistrates of Broach, Kanara and Panch Mahals were also consulted as regards the general question No. 5 and the replies of two of them have been received.

Summary of Replies to Questions regarding Sadhus.

Question No 1.—Under how many denominations do Sadhus fall ?

Summary.

Some have replied to the effect that there are so many sects and sub-sects that it is impossible to give an exhaustive list. Rao Saheb A. U. Malji, Pleader of Broach, observes that it would be a futile task to attempt to classify Sadhus. The number of denominations mentioned by some of the gentlemen consulted ranges from 3 to 38. Mr. G. A. Souche, Retired Assistant Deputy Educational Inspector, Nasik, has given a list of 17 main denominations and 38 sub-denominations of Sadhus.

Question No. 2.—Are they (Sadhus) under the religious and moral control of the heads of their denominations and, if so, what is the extent of that control ? Please state the names of the recognized Heads or Mahants of each denomination.

Summary.

Some of the gentlemen consulted have replied to the first part of the question in the affirmative, but they do not give any information as to the extent of the control. Several have given a negative reply. The Jain Sadhus are under the control of their Gurus or preceptors and the Sadhus of the Swami Narayan Sect under that of the Head Acharya who can

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* Four of the Hindu gentlemen who have replied express their inability to answer the questions. Two gentlemen, one Hindu and one Mahomedan, have made only general remarks.

degrade or dismiss those who disobey his instructions. Shri Shankracharya of Sharda Peeth states that Sadhus of particular denominations are in a sense under the control of their heads, but as they are scattered over different parts a great many of them remain uncontrolled. Rao Saheb A. U. Malji, Pleader of Broach, observes that the control of the Head where it exists is not so effective and excommunication is only a passport for unfettered beggary. Mr. V. H. Shikhare, Retired Deputy Collector, Nasik, thinks that the control exercised is the same as exists in the case of boys when in schools. Mr. Jivabhai Revabhai Patel, Manager of Ranchhodji's temple, Dakore, observes that in theory control is very great but in practice it is only nominal, that it is limited to those who are permanently attached to Maths and to those who are engaged by the townspeople for their common temple, but that all others are beyond all effective control. Rao Saheb D. P. Desai of Nadiad says that practically the Hindu religion sanctions no control over its ascetics beyond moral control and hence there is no control over the Sadhus by the "Head Church" except in the case of the Swami Narayan Sect. Mr. R. K. Karandikar of Maldoli, Ratnagiri District, doubts whether in the present loose condition of society the Heads are able to exercise any control at all. Mr. G. A. Shouche, Retired Assistant Deputy Educational Inspector, is of opinion that the control of the Heads is dwindling and they are in fact nonentities. Mr. S. G. Phadke, Landholder, Kalyan, states that there is no religious or moral head over Sanyasis who have no organization or constitution of their own. Mr. F. N. Patel, Pleader, Borsad, says that generally speaking the heads are merely nominal heads having lost their sway and control. According to Mr. M. R. Desai the control exercised by a Mahant on his "Chela" which consists in punishing the latter for disobedience by keeping him hungry for a time or three days is not sufficient. Mr. W. G. Chirmule, LL.B., Satara, considers that the heads are not fully alive to their responsibility and their authority is not obeyed.

Shrimat Jagadguru Sankracharya of Sankeshwar thinks that some Sadhus may be under the control of their heads but he has no definite information. A few of the gentlemen consulted have given the names of heads of certain denominations and their headquarters.

Question No. 3.—Is professional beggary sanctioned by the canons of religion professed or followed by the respective denominational Sadhus? If not, can you regard it as an act of encroachment on religion, if such Sadhus are brought under legislative control?

Summary of Replies.

(1) *The Head of Swami Narayan Sect, Ahmedabad.*—Professional beggary is entirely against the doctrines of the Sect. No objection to bring under the clutches of law non-Sadhus who go against these doctrines.

(2) *His Holiness Shrimat Jagadguru Sankracharya, Sankeshver.*—According to the religious precepts Brahmins only are allowed to beg; none others are so allowed. Disabled persons should be given alms. It will be an encroachment upon religion if Sadhus are prevented from begging which may cause public discontent. It is better that Government should not meddle with customs prevailing from times immemorial.

(3) *His Holiness Jagadguru Shri Sankracharya of Karvir Peeth, Kolhapur.*—In his opinion it is certainly not desirable that the laity or the Government machinery of the Police should have anything to do with the governance of the Sadhus, as it directly and indirectly means an interference with religious sentiments or the spiritual significance of time-honoured customs. He is strongly opposed to any attempt at introducing western methods to check beggary and considers that all possible means should be resorted to in aiding religious heads to involve a better class of Sadhus from the debased Sadhu community.

(4) *His Holiness Shri Sankracharya of Sharada Peeth, Dwarka.*—It is rather hard to distinguish between genuine Sadhus and sham ones. Proper care therefore should be taken before any legislative enactment be framed; and the term "Professional beggar" should be properly defined and restricted to persons begging in streets without belonging to any ascetic order or denomination.

(5) *His Holiness Shriman Goswami Goverdhanlalji Mahraj of Nathdwara.*—Is unable to give any opinion as he has no knowledge of other Sects. There are no Sadhus in his Sect.

(6) *Seth Anandji Kalyanji of Ahmedabad representing the Shwetamber Murtipujak Jain Community.*—The Community will regard it as an act of encroachment on religion if Jain Sadhus, who are not professional beggars at all, are brought under legislative control.

(7) *Pandit Parashram Nilkanth Shastri Pandhye, High Priest of Dadar.*—Yes; but none except the blind, lame, deaf and other disabled persons should beg in the streets. It is a sin not to give them alms.

(8) *Shrimat Anandashram Swami of Chitrapur, Kanara.*—As Sadhus have to beg for the livelihood according to religious injunctions, it is not expedient to prohibit them from following the profession of beggary or to regulate it by license.

(9) *Mr. Tulsidas Lilaram, Government Pensioner, Nawabshah.*—As religion generally does not permit professional beggary he does not think it would be an encroachment on any religion to put a stop to it.

(10) *Rao Saheb A. U. Malji, Pleader, Broach.*—No. The case of Sanyasis, who are enjoined to beg, will, however, stand on a different footing.

(11) *Rao Bahadur R. R. Gangoli, Retired Sub-Judge, Karwar.*—No.

(12) *Mr. P. R. Godbole, Contractor, Shahpur, Thana.*—Professional beggary is not generally sanctioned by religion except for those Sadhus who beg for their daily maintenance only. Other Sadhus must be brought under control.

(13) *Mr. Bhojraj Parumal, Zamindar, Sehwan.*—Professional beggary is condemned by the canons of religion professed by Sadhus, but to live on offerings is sanctioned, and it would be an encroachment on religion if Sadhus who live on such charity are brought under legislative control.

(14) *Pahlajrai Jhemnadas, Zamindar, Kahi Rahu.*—No. Only those, who are physically unfit, should be maintained by the community.

(15) *Rao Bahadur Willaitrai H. Shahni, Retired Superintendent of Post Offices, Larkana.*—No.

(16) *Mr. Jhamrai Lahorimal, Retired Deputy Collector and Zamindar, Tando Adam.*—It would be an encroachment on religion if " Bawas " who do not beg but receive voluntary gifts and offerings from the people are brought under control.

(17) *Shrimat Purnanand Saraswati Swami of Kavle Math, Kanara.*—Shastras permit begging only for the purpose of maintenance by a person who has turned a Sadhu renouncing all worldly concerns. Hence it will be improper to enact a law restricting begging on their part. Such a law will cause great excitement, not only among the Sadhu class but among the Hindu Society.

(18) *Mr. S. S. Kamlapur, Secretary, Madhwa Sidhant Ottejak Sabha, Dharwar.*—The Madhwa community would consider it an encroachment on their religion if their Sadhus who are entitled to receive gifts, alms and meals are brought under legislative control.

(19) *Mr. Tribhuvandas Mangaldas Nathubhai, President, Bombay Hindu Mahajan Committee Bombay.*—Professional beggary is sanctioned by Shastras in the case of certain religious persons, such as Sanyasis, Yatis, Gosais, etc., and it would be a great political blunder on the part of Government or Social reformers to interfere with religious customs and practices of the Hindus.

(20) *Mr. V. H. Sikhare, Retired Deputy Collector, Nasik.*—Manu, the ancient law-giver of Hindus, has divided the life of a man into four periods. According to one of the stringent rules relating to the last period, *viz.*, that of an ascetic, a man has to beg alms daily during that period sufficient for his bare livelihood. Here we find the trace of professional beggary. For, bogus Sadhu beggars considering themselves ascetics but without observing any of the rules relating to asceticism and celibacy as laid down by Manu are under the impression that they must maintain themselves by begging. This impression is so firmly rooted and has been so ancient that any interference with it, however superficial, would be vehemently resented by a great portion of the population. Strictly speaking it would not be an act of encroachment to bring such Sadhus under legislative control, but the long established custom based on either false or real religious ideas cannot be ignored. Mr. Shikare would, therefore, leave Sadhus undisturbed until experience is gained of the working of any legal or other prohibition applied to non-Sadhu able-bodied beggars.

(21) *Mr. M. M. Sawe, Principal, English School, Chinchani, Thana.*—As Sadhus omit to perform their religious duty of imparting religious knowledge and have become professional beggars, it would be no encroachment if the law interferes to prevent them from taking advantage of the weakness of the people, but on the contrary it would be an observance of the true spirit of religion.

(22) *Mr. Balubhai Surajram Contractor, Surat.*—The practice of feeding Sadhus is sanctioned by Shastras and considered as a holy duty, so any form of legislative control would be considered as an encroachment on religion.

(23) *Mr. C. G. Gandhi, Tobacco Merchant, Ankleshwar.*—Yes, but the same canons require the Sadhus to teach and preach, which most of them do not and cannot. There are certain sects of Sadhus named who are doing a lot of harm and who may be safely prevented from begging without any encroachment on public religious feelings.

(24) *Mr. J. R. Patel, Manager, Ranchhodji's Temple, Dakore.*—Hindu Shastras enjoin begging on Sanyasis and to some extent on Brahmacharis. Begging for making money or for earning livelihood is not allowed. If professional beggary in vogue at present is brought under legislative control it would be a great boon. It would not be considered as an encroachment on religion except by the ultra-orthodox. But in the beginning the control should not be very strict.

(25) *Rao Saheb D. P. Desai, Nadiad.*—Yes. Beggary is sanctioned and sanctified by Hindoo religion. It would be an encroachment on the religious beliefs of the people, if Sadhus are brought under legislative control. People will not bear collaring of a Sadhu, real or false, by the police or any other public servant.

(26) *Mr. Bhailal Purshotamdas, Nandurbar.*—Begging is sanctioned by the canons of religion professed by the Sadhus. But most of the professional beggers are not real Sadhus and if they are brought under legislative control, it would be no encroachment on religion.

(27) *Mr. R. K. Karandikar, Maldoli, district Ratnagiri.*—Yes.

(28) *Mr. G. A. Shouncke, Retired Assistant Deputy Educational Inspector, Nasik.*—According to Hindu Shastras only Sanyasis and Brahmacharis are entitled to beg. Government should first try to attract false vagrant Sadhu classes to agricultural pursuits or some other callings; and failing this, legislation to bring them under control should be resorted to.

(29) *Mr. M. D. Karki, Pleader, Honavar.*—Professional beggary as now followed by Sadhus is not sanctioned. It is sanctioned only when coupled with an obligation to impart religious education to people. It will not be an act of encroachment on religion, if Sadhus who beg for their own sake are brought under legislative control.

(30) *Mr. P. G. Bhatye, Honorary Secretary, Taluka Sabha, Karad, district Satara.*—Sadhus falling under certain denominations named should not be brought under legislative control, as their respective communities will consider it as an act of encroachment.

(31) *Rao Saheb R. Khembhavi, Pleader, Bijapur.*—Begging by Sadhus belonging to maths is sanctioned by the canons they follow. The custom of begging by Sadhus not belonging to any math is so old that it is recognized as if it were sanctioned by religion. To bring these Sadhus under legislative control is highly revolutionary and unjust.

(32) *Mr. T. N. Durbar, M.A., LL.B., Bijapur.*—Professional beggary though not actually prescribed by religion is not disallowed. Sadhus in charge of maths feeding other Sadhus have to beg to meet the expenses of the maths. Other Sadhus who have to visit holy places on foot have also to beg. Such begging is not an encroachment on religion and to bring them under religious control would shock the religious sentiments of Hindus and would be an inadvisable step.

(33) *Mr. S. G. Phadke, Landholder, Kalyan.*—The Sanyasis and the Brahmacharis are enjoined by the Shastras as to beg and the Hindus will consider it an act of encroachment on religion if they are brought under control.

(34) *Rao Saheb B. R. Desai, Godhra.*—According to Hindu religion, Sadhus, Sanyasis and Brahmacharis are allowed to beg and also true Brahmins who entirely devote their time to religious ceremonies. It will not be an act of encroachment on religion if false Sadhus are brought under legislative control.

(35) *Mr. N. K. Chevli, cloth merchant, Surat.*—Sadhus living in temples and those wandering in different parts for preaching religious doctrines are allowed by Shastras to beg solely for their daily maintenance and the maintenance of their temples. It is not fair to place them under legislative control.

(36) *Mr. C. C. Shroff, Surat.*—Pofessional beggary in ordinary acceptance of the term is not sanctioned by religion. Ordinary beggars may be brought under legislative control. Jain Sadhus should not be interfered with. It would be an act of encroachment.

(37) *Mr. N. M. Nagrani, Retired Deputy Collector, Shikarpur.*—Professional beggary is not sanctioned by the canons of any religion and he could safely say that to bring Sadhus under legislative control would be no encroachment on any religious order.

(38) *Mr. R. T. Dalvi, Pleader, Pimpaljaon Baswant.*—As far as he is aware professional beggary is not sanctioned by any canon of religion. A Sanyasi or real Sadhu whose wants are few is supported by the masses either by sending food to him or allowing him to come to their houses for alms. Disciples of such a Sadhu who are often idlers continue to beg after he has passed away and such people should be brought under control.

(39) *Mr. F. N. Patel, Pleader, Borsad.*—Does not think that professional beggary is generally sanctioned by the canons of religion professed or followed by Sadhus. Good many Sadhus are collecting money and articles of food. If Sadhus are brought under legislative control it would not be an act of encroachment. But care should be taken in framing the enactment as no good and *bona fide* Sadhus should be unnecessarily harassed.

(40) *Mr. M. T. Shetti, Pleader, Kanara.*—Hindu religion does possess canons which permit real Sadhus to beg as is borne out by the code of Manusmruti and other codes of Hindoo law. It will be an act of encroachment on religion if real Sadhus are brought under control. But it will not be so in the case of those Sadhus the canons of whose heads do not sanction begging.

(41) *Mr. M. R. Desai, Dohad.*—If legislation is made to prevent unnecessary begging, it cannot be considered an encroachment on religion but care should be taken that "good learned and pure Sadhus" should not suffer.

(42) *Mr. P. L. Adhiya, Landholder, Dahanu.*—Does not think that professional beggary is sanctioned by the Hindu religion and that it would be an act of encroachment if Sadhus are brought under legislative control.

(43) *Mr. W. G. Chirmule, B.A., LL.B., Satara.*—The sanction of religion can be pleaded only in the case of a *bona fide* student of religion, or religious preacher who does some religious service to the society, or a Sanyasi, etc. In the case of other persons who call themselves Sadhus, but who are idlers and sometimes a source of mischief and feed themselves at the cost of the people, legislation would be of benefit to the society in general.

(44) *Mr. V. C. Vad, Pleader, Bhusaval.*—Professional beggary is sanctioned by the canons of religion in some cases, *e. g.*, Brahmacharis. In the case of others it cannot be an act of encroachment, if they are brought under legislative control.

(45) *Mr. Mulchand Daulatram, Merchant, Ahmednagar.*—No religion has sanctioned beggary and it will not be an act of encroachment on religion but an act of favour if Sadhus are brought under legislative control.

(46) *Mr. D. G. Deshmukh, Pleader, Roha, district Kolaba.*—In the case of Sadhus of certain denominations professional beggary has the sanction of religion to a certain extent coupled with the obligation to render some service to the public in return. But this aspect of service having been forgotten, simple beggary in its degenerate form prevails and it will not be an act of encroachment, if all Sadhus are brought under legislative control and stopped from begging.

(47) *Mr. Ramkrishna Balabhai Shet, Uran, Kolaba.*—Giving alms to the needy is a religious duty. Family priests and Brahmans have a religious claim on the charity of Hindus. Charity to Bairagis and Sanyasis is confined to those who have special regard and reverence for them.

(48) *Mr. Hirachand Nemchand, Merchant, Sholapur.*—Jain Sadhus are allowed by Jain canons to beg for food, clothes, and books for reading.

Question No. 4.—It is said that in some parts of India there are persons called Sadhus who do not belong to any denomination and who do not recognize any religious head. It is suggested that Sadhus whether belonging to any denomination or not, or whether recognizing any religious head or not, should be licensed or certified by a religious head or by three persons in a town or village, the license or certificate being countersigned, if necessary, by a town or village officer, and that holders of such license or certificate should be recognized as real Sadhus and allowed to follow their profession of begging unmolested, while all other Sadhus not possessing any such license or certificate should be treated as ordinary beggars and brought under the control of the Police and the Magistracy. What are your views on the subject? Would Sadavarats co-operate by confining their charity to licensed Sadhus?

Summary of Replies.

(1) *The Head of Shri Swami Narayan Sect, Ahmedabad.*—Has no objection to licensing Sadhus, who are outside the constitution of his Sect. It would remain at the discretion of Sadavarats whether to give refuge or not to licensed Sadhus.

(2) *His Holiness Shrimat Jagadguru Sankracharya, Sankeshwar.*—The suggestion is impossible, as the definition of a Sadhu according to *Shastras* will have first to be determined and experts will have to be appointed to see whether particular persons are real Sadhus or not, and such experts who will also find difficulties in coming to a decision, cannot be found at all places. For this and other reasons it is better to allow Sadhus to beg with this restriction that the local authorities should have power to deal with them in case they give unnecessary trouble. He does not think that Sadavarats will in any way help Government in this matter.

(3) *His Holiness Jagadguru Shri Sankracharya of Karvir Peeth, Kolhapur.*—Sadhus should be entrusted to the hands of the respective religious Heads or an assembly thereof. The Police or the laity can aid such religious heads. See reply to question No. 3.

(4) *His Holiness Shri Sankracharya of Sharada Peeth, Dwarka.*—The suggestion is not approved. The suggested system, instead of working as a wholesome restraint upon those whose actions require to be checked, will be unworkable and will serve as a weapon of tyranny and oppression.

(5) *His Holiness Shriman Ghordanlalji Mahraj of Nathdwara.*—This question depends upon the discretion of the local authorities.

(6) *Seth Anandji Kalyanji of Ahmedabad, representing the Shwetamber Murtipujak Jain community.*—The Jain Sadhus and Sadhvis are not professional beggars and therefore not liable to the application of any moral or social laws. Imposition on them of any legal restriction of license will be regarded by the Jain community as an unnecessary, unjustifiable and wanton insult.

(7) *Pandit Parashram Nilkanth Shastri Padhye, High Priest of Dadar.*—It is utter nonsense to license Sadhus. Hindus have no respect for the opinion of persons making such suggestions.

(8) *Shrimat Anandashram Swami of Chitrapur, North Kanara.*—No further answer is necessary in view of the reply to question No. 3.

(9) *Mr. Tulsidas Lilaram, Government Pensioner, Nawabshah.*—Sadhus come from different parts of India. License or certificates will not be of much avail, as it can be transferred. It will be impossible to distinguish between the genuine and non-genuine Sadhus. The system may be tried in nearer districts.

(10) *Rao Saheb A. U. Malji, Pleader, Broach.*—Licenses will not do any good. The remedy will prove worse than the disease. Except Sanyasis, invalids and decrepits, no Sadhus should be allowed to beg. Sadavarats should be licensed and compelled to issue their own passes.

(11) *Rao Bahadur R. R. Gangoli, Retired Sub-Judge, Karwar.*—Fully concurs in the suggestion.

(12) *Mr. P. R. Godbole, Contractor, Shahpur, Thana.*—Accepts the proposal.

(13) *Mr. Bhojraj Parumal, Zamindar, Sehwan.*—Considers it unnecessary and hard to license Sadhus belonging to a denomination or recognizing a head. In his opinion Sadavaratas would co-operate.

(14) *Mr. Pahlajrai Jhemendas, Zamindar, Khahi Rahu, Sind.*—Approves the suggestion. The Sadavarats would co-operate willingly.

(15) *Rao Bahadur W. H. Shahani, Retired Superintendent of Post Offices, Larkana.*—He is not in favour of licensed or certified beggars except in the case of those physically unfit. Some Sadavarats would co-operate and others may be expected to do so later.

(16) *Mr. Jhamrai Loharimal, Retired Deputy Collector and Zamindar, Tando Adam.*—It is advisable that such men who falsely profess to be Sadhus and call themselves Sanyasis are licensed, but such pretending Sadhus are already looked after by the Police and not encouraged by the people.

(17) *Shrimat Purnanand Saraswati Swami of Kavle Math, Kanara.*—The suggestion is not a commendable one. It would be little short of persecution to compel real Sadhus to take out licenses for begging.

(18) *Mr. S. S. Kamalapur, Secretary, Madhwa Sidhant Ottejak Sabha, Dharwar.*—It is unnecessary to take the suggested steps in the case of Madheva priests. He cannot give any definite opinion as regards other Sadhus.

(19) *Tribhuvandas Mangaldas Nathubhai, President, Bombay Hindu Mahajan Committee.*—It would not be reasonable to compel Sadhus to take licenses. The idea itself would appear quite ridiculous to all pious and orthodox Hindus.

(20) *Mr. V. H. Sikhare, Retired Deputy Collector, Nasik.*—All so-called Sadhu beggars should be kept intact for the present. (*Vide* reply to question No. 3.) Whoever calls at *Sadavarats* is entitled to receive alms. The spirit or motive of Sadavarats does not permit of any discrimination being made.

(21) *Mr. M. M. Sawe, Principal, English School, Chinchani, Thana.*—Able-bodied Sadhus whether they belong to any denomination or not should not be allowed to beg without a license. Poor-houses should be provided where persons begging without a license may be sent by the Police and the Magistracy for work. The true meaning of charity should be explained to Sadavarats and their opinion must be educated before we can expect their co-operation.

(22) *Mr. G. M. Tambwekar, Inamdar of Dakore.*—Agrees to the suggestion and hopes that Sadavarats would co-operate in the scheme.

(23) *Mr. Balubhai Surajram, Contractor, Surat.*—Paramhanses are Sadhus who do not belong to any denomination nor recognise any religious Head. The suggestion to issue licenses or certificates to such saints is extremely undesirable as they are not a burden upon Government or the public.

(24) *C. G. Gandhi, Tobacco Merchant, Ankleshwar.*—Sadhus belonging to Paramhans, Urdua Bahu, Akash, Mukhi, Swami-Narayan, Digamber Jain and Swetamber Jain denominations cannot keep any license according to their religious canons. Other Sadhus may be required to take out licenses, although he has no knowledge about their religious canons. A committee of public men, religious heads and pandits should be formed to make legislation effective. Sadavarats established to give help to particular kind of Sadhus will not co-operate. Sadavarats created for giving general help may do so, if a scheme which would satisfy their managers is prepared.

(25) *Mr. J. R. Patel, Manager, Ranchhodji's Temple, Dakore.*—Approves the suggestion and states that Sadavarats would willingly co-operate; if not, the supply of beggars fed by them should be cut off by punishing unlicensed Sadhus. But before punishing them workhouses should be provided to give them work.

(26) *Rao Saheb D. P. Desai, Nadiad.*—Does not approve the suggestion. Any legislative enactment will either be abused or remain inoperative. A self-respecting person will consider it humiliating and insulting to ask for a license, to possess it and produce it on demand. Licenses would be sold and it will become an instrument of oppression in the hands of unscrupulous constables. Instead of legislation Government should take action which would

appeal to the mass of people by establishing asylums, State seminaries, where poor Brahmin boys and others may be educated in Shastras, and Industrial schools with boarding-houses where beggar youths may be invited, not compelled to learn handicrafts. If this is done, any Sadavarats would co-operate. No Sadavarat would restrict its charities to licensed Sadhus.

(27) *Mr. Bhailal Purshotamdas, Nandurbar.*—Agrees generally with the suggestions. Persons giving certificates should be men of position and capable of realizing their responsibility. A list of such persons should be prepared, and certificates given by such persons only should be recognized. Sadavarats will not confine their charity to licensed Sadhus.

(28) *Mr. R. K. Karandikar, Maldoli, Ratnagiri.*—Agrees with the suggestion but thinks that some instructions should be laid down for the guidance of the Village Punch in granting certificates. Sadavarats would not co-operate in the beginning, but when they see that only undeserving persons are to be excluded, they might be inclined to co-operate.

(29) *Mr. G. A. Souche, Retired Assistant Deputy Educational Inspector, Nasik.*—The owners of Annasatras would be glad to co-operate. Real Sadhus should be allowed to follow their profession unmolested. Only false Sadhus should be brought under the control of the police and the Magistracy. Suspected characters among Sadhus should be required to produce certificates.

(30) *Mr. M. D. Karki, Pleader, Honavar.*—Entirely agrees that such measures as those suggested are necessary.

(31) *Mr. P. G. Bhatye, Pleader and Honorary Secretary, Taluka Sabha, Karad.*—Sadhus under recognised Heads should get certificates from them. Sadhus having no recognised Heads will have to be controlled so that the feelings of various communities may not be affected. Such Sadhus should be allowed to beg without certificates unless a community or village complains when they should be required to obtain certificates from the community or village or prevented from begging. Sadavarats will co-operate when the heads are made to understand the true principles of a Sadavarat and the necessity of the nation.

(32) *Rao Saheb Raghavendrarao Khembavi, Pleader, Bijapur.*—There is no objection that Sadhus should have certificates from their religious Heads or from the heads of the Maths where they want to beg. It is very desirable that the machinery authorised to sign the certificates should not be such as would affect their feelings. Laymen would be unable to distinguish between a real Sadhu and an imposter and there is a danger of abuse of powers. A man of their own class is better fitted for the purpose. Sadavarats would co-operate.

(33) *Mr. T. N. Darbar, M.A., LL.B. Bijapur*—Approves the suggestion about a license, but does not approve the method proposed. Heads of denominations should be asked to appoint Committees who should work out details and empower 5 or 6 persons in a district to issue licenses. The Committee should supervise their work. Sadavarats would certainly co-operate.

(34) *Mr. S. G. Phadke, Landholder, Kalyan.—Vide* answer to question 3. Official control in religious matters is seldom wholesome. A certificate by villagers is less objectionable provided choice of the panch is left entirely to the respective communities. But he would not recommend licenses or certificates in the case of Sanyasis and Brahmacharis.

(35) *Rao Saheb B. R. Desai, Godhra.*—A Sadhu not recognised by any religious Head should not be given a license or certificate. Only religious Heads should be empowered to issue licenses or certificates. If the powers of granting licenses or certificates is vested in townsmen, villagers and officers, it is likely to be abused. Sadavarats would perhaps co-operate.

(36) *Mr. N. K. Chevli, Cloth Merchant, Surat.*—The method of granting licenses and certificates would in his opinion be very troublesome.

(37) *Mr. C. C. Shroff, Surat.*—Ordinary beggars may be brought under control as contemplated. Official interference is not necessary in granting a license or certificate.

(38) *Mr. N. M. Nagrani, Retired Deputy Collector, Shikarpur.*—There are no descriptions of Sadhus at all who require to be licensed or certified. What is wanted is complete stoppage of professional beggary, which should at once be brought under the control of the Police and the Magistracy. As in England the physically unfit should be licensed or certificated and permitted to sit and beg in streets. The holders of Sadavarats are not at all anxious to support any system of Bawadom or Sadhuism. They would be glad to see their "Dharma Khata" spent on objects of utility such as education.

(39) *Mr. R. T. Dalvi, Pleader, Pimpalgaon-Baswant.*—The suggestions are good and wholsome and should be adopted; but even the holders of licenses should be compelled when practicable to render some service to the public.

(40) *Mr. F. N. Patel, Pleader, Borsad.*—It is highly objectionable that Sadhus should be required to have certificates authorising them to beg. It is against Hindu notion and religious sentiments and feelings, that good Sadhus should be placed in such a position. Legislative provision ought to be made that Sadhus cannot move from place to place for begging alms except for getting ready cooked food sufficient to keep up the body at the places

of those who hold them in reverence. Thus the real Sadhu will not be molested and the imposter Sadhu will be detected. Sadavarat managers would feel injured if they are asked to give alms only to licensed Sadhus. They will not like this interference and will think it an act of encroachment upon their institutions.

(41) *Mr. M. T. Shetti, Pleader, Karwar.*—It is not advisable to issue certificates or licenses to all Sadhus alike. No license or certificate is necessary in the case of those Sadhus who do not beg and such Sadhus are numerous. In the case of Sadhus who are allowed by their Head to beg, the Head should be asked to furnish the Collector or any other Government officer with a list of such Sadhus which should be revised every year, and no license or certificate is necessary with regard to such Sadhus also. Those who do not belong to any denomination and who on local enquiry are found to be real Sadhus should be similarly treated. All other Sadhus should be brought under the control of the Police and the Magistracy. As an alternative Mr. Shetti suggests that certificates—not licenses, for a system of license will be repugnant to the sentiments of Hindus—should be issued to those named in the list referred to and to those who are found on enquiry to be real Sadhus. It is right that Sadavarats should co-operate, but much will depend upon their attitude and the attitude of the laity in making the charity. Generally Hindus are indiscreet in this matter.

(42) *Mr. M. R. Desai, Dohad.*—Considers the proposal as the best way to prevent rogue Bhikharis. Sadavarats should be kept open for licensed Sadhus and travellers.

(43) *Mr. P. R. Adhiya, Landholder, Dahanu.*—Personally he is of opinion that the instituton of Sadhus has done considerable harm to India. It is desirable that like European vagrants all able-bodied beggers should be made to work and brought under the control of the Police and the Magistracy.

(44) *Mr. W. G. Chirmule, Satara.*—Approves the suggestion and says that Sadavarats will gladly co-operate. He suggests that the legislature should lay down general lines only. The working should be left to local boards and municipalities which might be supplied with model rules for administering the Act, leaving however a large amount of latitude and discretion to these bodies, as it is not desirable to give control absolutely to the Police.

(45) *Mr. C. G. Vad, Pleader, Bhusawal.*—The means suggested will have to be adopted if legislative control is necessary. The question is whether it is desirable to legislate or whether professional beggary should be allowed to die a natural death. Mr Vad thinks it will not take long before it dies a natural death and that Sadavarats will not co-operate by confining their charities to licensed Sadhus.

(46) *Mr. Mulchand Daulatram, Merchant, Ahmednagar.*—Only Sadhus who are physically unfit should be given license by Government officers, not by private persons.

(47) *Mr. D. G. Deshmukh, Pleader, Roha, District Kolaba.*—No license or certificate should be issued to able bodied professional beggars. The charity of Sadavarats should be confined to the physically unfit and minors.

(48) *Mr. Ramkrishna Balabhai Shet, Uran, Kolaba.*—The suggestion is not bad if feasible. Able bodied adults without responsible Sadhu Head should be stopped by law from begging.

(49) *Mr. Hirachand Nemchand, Merchant, Sholapur.*—Agrees with the suggestions.

Question No. 5.—Professional beggars whether Sadhus or non-Sadhus fall under the following heads:—

(1) Able-bodied adults.

(ii) Physically unfit.

(iii) Minors.

What measures do you suggest for each of these classes ?

Summary of replies.

(1) *The Head of Shri Swami Narayan Sect.*—Nos. 2 and 3 are prohibited by the doctrines of the sect from being given "Diksha". If a saint becomes infirm he is maintained according to the rules of this Sect.

(2) *His Holiness Shrimat Jagadguru Sankracharya, Sankeshwar.*—Government should maintain the same attitude as they have done up to now. People will try to arrange for themselves as education increases. The blind, the lame, and the weak deserve protection.

(3) *His Holiness Jagadguru Shri Sankracharya of Karvir Peeth, Kolhapur.*—*Vide* replies to questions 3 and 4. Makes no suggestions.

(4) *Shri Sankracharya of Sharda Peeth, Dwarka.*—(i) Able-bodied real and genuine Sadhus should be allowed to live a free and itinerant life and be fed and clothed by the laity (ii) and (iii) The physically unfit and the minors must be maintained in asylums.

(5) *His Holiness Shriman Goswami Goverdhanlalji, Mahraj of Nathdwara.*—This question depends upon the discretion of the local authorities.

(6) *Seth Anandji Kalyanji of Ahmedabad, representing the Shwetamber Murtipujak Jain Community.*—No interference of Government is necessary or warranted with regard to Jain Sadhus or Sadhvis whether able-bodied, physically unfit or minor, as the Chatur Vidh Sungh of the community is most competent and willing to render any assistance needed. No suggestions are made with regard to non-Sadhu beggars.

(7) *Pandit Parashram Nilkanth Shastri Padhye, High Priest of Dadar, etc., Bombay.*—"The system of alms houses and homeless people asylums is not suitable to India. Our present system as sanctioned by the Shastras is the best and we will not allow anyone to interfere with our religious practices." He therefore does not propose any measures.

(8) *Shrimat Anandashram Swami of Chitrapur, Kanara.*—Technical schools should be started for those persons who beg merely for the sake of their livelihood.

(9) *Mr. Tulsidas Lilaram, Government Pensioner, Nawabshah.*—The able-bodied and minors who have guardians should be stopped from begging, but the physically unfit and minors who have no guardians should receive help.

(10) *Rao Saheb A. U. Malji, Pleader, Broach.*—Able-bodied professional beggars should be dealt with by the magistracy. *Sanyasis* should be left unmolested if moving singly. If they move in a body they cannot be treated differently. Minors must be sent to orphanages and the physically unfit to asylums to be maintained by municipalities in District Towns.

(11) *Rao Bahadur R. R. Gangoli, Retired Sub-Judge, Karwar.*—The able-bodied adult beggars should be prosecuted by the police, if they do not take up any kind of work. The physically unfit and unprotected minors are helped by the charitable public and no measures need be taken for these classes.

(12) *Mr. P. R. Godbole, Contractor, Shahpur, Thana.*—Able-bodied adults should be compelled to follow some profession for their maintenance.

(ii) Deserving beggars should be given charity by *Sadavarats* and *Annachatras*.

(iii) Minors should be sent to orphanages or poor houses.

(13) *Mr. Bhojraj Parumal, Zamindar and Honorary Magistrate, Shewan.*—(i) Able-bodied adults should be treated as vagrants and dealt with according to law. They should be employed in some industrial work. (ii) and (iii) Minors and unfit persons should be provided in *Ashrams*.

(14) Mr. *Pahlajrai Jhemnadas, Zamindar, Khahi Rahu, Sind.*—(i) Able-bodied Sadhus and Fakirs who have renounced the world may be allowed to receive alms; others should be treated as vagrants.

(ii) Physically unfit Sadhus and Fakirs should have a home attached to some Dharmshala or Musjid according to their religion.

(iii) Minors should not be allowed to beg and those who have no support should be sent to school at the cost of the community.

(15) *Rao Bahadur W. H. Shahani, Retired Superintendent of Post Offices and Honorary Magistrate, Larkana.*—The physically unfit may get a license. Work-houses or Ashrams should be established for minors under ten years. The able-bodied and minors over ten can easily find work in the ordinary course.

(16) *Mr. Jhamrai Loharimal, Retired Deputy Collector, and Zamindar, Tando Adam, Sind.*—(i) If licenses are issued then all the able-bodied but unlicensed Sadhus should be forced to work.

(ii) Charitable institutions should be established for the support of the unfit and physically minors who have no guardians.

(17) *Shreemat Purnanand Saraswati Swami of Kavle Math, Kanara.*—He does not consider it necessary to resort to any special measures in order to put a check on begging by Sadhus. Their number is decreasing and will further diminish with the growth of education and industries.

(18) *Mr. S. S. Kamlapur, Secretary, Madhwa Shidhant Ottejak Sabha, Dharwar.*—As regards the able-bodied Madheva priests no special measures are necessary as they are not a burden or nuisance to the community. Nor are they necessary for the physically unfit and minors of the community, as they do not go a begging.

(19) *Mr. Tribhuvandas Mangaldas Nathubhai, President, Bombay Hindu Mahajan Committee.*—*Vide* reply to question No. 4. There would be no objection to members of criminal classes like Vagharies, Berads and others being prevented from becoming professional beggars.

(20) *Mr. V. H. Shikhare, Retired Deputy Collector, Nasik.*—All able-bodied adult non-Sadhu beggars should be legally prohibited from begging and provided with labour or work if they desire it. The physically unfit should be permitted to beg. In the mofussil they can beg from door to door as at present, but in the presidency town and large cities enclosed places should be assigned for the distribution of alms to them. Charitably disposed persons

and *Sadavarats* should be induced to distribute their charities at such places. If it is recognized that it is the duty of the public, of all legally constituted bodies and of Government to feed physically unfit beggars, all difficulties could be surmounted. Any discretionary help would not avail much. Some of the physically unfit can be engaged on light home industries. Minors who have adult able-bodied beggars as guardians should be treated like the latter, while minors without guardians should be treated like the physically unfit.

(21) *Mr. M. M. Save, Head Master, English School, Chinchani, Thana.*—Able-bodied Sadhus should be dealt with as stated in answer to question 4. There should be asylums for the physically unfit in which they should have work according to their capacity. For Minors there must be a Balashram where they may be educated and given technical training.

(22) *Sardar G. M. Tambwekar, Inamdar of Dakore.*—If the suggestions mentioned in question No. 4 are carried out, the laity will not find it difficult to maintain real Sadhus, minors and the physically unfit.

(23) *Mr. Balubhai Surajram, Contractor, Surat.*—Able-bodied professional beggars with the exception of Paramhauses and saints should not be allowed to beg at all. The physically unfit should be allowed to carry on their profession without any restriction whatsoever. Minors should be given free ordinary technical education.

(24) *Mr. C. G. Gandhi, Tobacco merchant, Ankleshwar.*—(i) Able-bodied non-Sadhu adults should be legally prevented from leaving their native place and begging and ample work should be provided for them. A committee should be formed in each district to provide them with work on local board or municipal works or help them till they are able to earn their bread. (ii) The physically unfit should be maintained in each district under the supervision of an officer and a committee which may collect funds and open a workshop with Government grants-in-aid where those who are not totally unfit may have light work. (iii) Minors may be sent to orphanages and trained for better life. These orphanages should be given annually proper grants-in-aid.

(25) *Mr. J. R. Patel, LL.B., Manager, Ranchhodji's Temple, Dakore.*—Able-bodied adults except certified *bonâfide* Sadhus or Sanyasis and Brahmin Vidhyarthis should not be allowed to beg, but be handed over to local councils in villages and to Honorary Magistrates in towns. The Councils should have power to mulct beggars of their gains which should be credited to the funds of the workhouse or to a fund for maintaining the really needy or to the village Sadavarat. The duty of maintaining licensed Sadhus should lie on every village which should raise a fund for the purpose. When the charitably disposed villagers are prevented from giving alms at home they would consent to contribute annually to such a fund. Or licensed Sadhus should be allowed to beg for cooked food only from a limited number of houses. The physically unfit should be permitted to beg for cooked food as above or they may be maintained from a common fund. Sadavarats should be utilized first, the surplus number only being thrown on village funds. Minors should be sent to Anathashrams or work-houses.

(26) *Rao Saheb D. P. Desai, Nadiad.*—*Vide* reply to question No. 4 in which measures are suggested. Able-bodied Sadhus should be left alone and the physically unfit ones may be sent to asylums with their consent. Minor Sadhus should be allowed to remain with their guardians, but those without guardians should be sent to industrial schools, if the religious head refuses to provide for him.

(27) *Mr. Bhailal Purshotamdas, Nandurbar.*—Able-bodied uncertified beggars should be prevented from begging and asylums or workhouses should be established for the physically unfit and minors.

(28) *Mr. R. K. Karandikar, Maldoli, Ratnagiri.*—So far as real Sadhus are concerned they should be left alone except for the license or certificates. Able-bodied non-Sadhus and false Sadhu beggars should be prohibited from begging and compelled to work. The physically unfit should be given a license for begging. Those among them who are unable to go out to beg and have no relations to depend on and leper beggars should be maintained in homes or asylums to be established in every district by public charity and assisted by Municipal and local bodies and Government. Minors should be given industrial, technical or agricultural education.

(29) *Mr. G. A. Souche, Retired Assistant Deputy Educational Inspector, Nasik.*—(i) Able-bodied real Sadhus should be allowed to have their own way, but others should be made to work.

(ii) The physically unfit should be taken care of and fed by Government in conjunction with Municipal, Local Board and popular funds.

(iii) Minors should be sent to schools.

(30) *Mr. M. D. Karki, Pleader, Honaver.*—Suitable employment should be found for No. 1. Charitable houses should be opened for No. 2 and for the third class, Government should make arrangements in respect of their lodging and training in reformatories.

(31) *Mr. P. G. Bhatye, Pleader, and Honorary Secretary, Taluka Sabha, Karad.*—(*a*) Except Dasnami Sanyasis, (*b*) Bairagis, (*c*) Mahomedan Fakirs, (*d*) Followers of Kabir, Nanak and Dadu, (*e*) Manabhav and (*f*) Ramdasi Sadhus, all able-bodied beggars, whether Sadhus or not, should be absolutely prevented from begging and made to work in the workhouses. The physically unfit and minors who are unable to work or maintain themselves should be sent to Anathashrams. Minors whose aim is to obtain education should be allowed to beg and if their aim be otherwise they should be sent to workhouses and made to work.

(32) *Rao Saheb Raghavendrarao Kembhavi, Bijapur.*—Certified Sadhus should be allowed to beg without distinction of their physical fitness or age. As regards non-Sadhus the able-bodied should not be allowed to beg. The physically unfit and minors should be sent to asylums.

(33) *Mr. T. N. Durbar, M.A., LL.B., Bijapur.*—In the case of beggars without a license the able-bodied should be made to work in municipal or local board concerns, and the physically unfit and minors should be taken care of by the public or the municipality by starting asylums.

(34) *Mr. S. G. Phadke, Landholder, Kalyan.*—Able-bodied adult beggars other than real Sadhus may be usefully employed or compelled to earn by means other than begging. He is of opinion that people take to begging because owing to poor physique they cannot undergo the daily trouble of working for sufficient food. He therefore proposes that workshops should first be opened in suitable centres in each taluka, whereby six hours' day-labour sufficient food or its equivalent can be earned. The workshops should in the first instance provide for board and lodging and primary education should also be given there. When a beggar has learnt that he can earn sufficient and more by more honourable work than begging he should then be made to leave the workshop. Mr. Phadke thinks that such workshops would be welcomed by the people and beggary would be largely reduced without direct legislation. After experience is gained of the proposed system, the question of abolishing or regulating professional beggary may be considered. It would be a boon upon the Indian people when Government make it unnecessary for the disabled to beg for their living. Means should be provided for them to engage their physical and mental energies. Physically fit minors should be put to compulsory training and if possible or necessary they should for some years be entirely maintained by the State or co-operative agencies.

(35) *Rao Saheb B. R. Desai, Godhra.*—Able-bodied beggars except true Sanyasis, Brahmacharis and Sadhus, must be prohibited from begging. The physically unfit and minors should be sent to Anathashrams.

(36) *Mr. N. K. Chevli, Merchant, Surat.*—Able-bodied and troublesome beggars including false Sadhus should be stopped from begging. The physically unfit should be allowed to beg without any restriction or they should be allowed to have recourse to Ashakt Ashrams. Minors should not be allowed to beg but arrangements should be made to educate them or to engage them in some mills or factories.

(37) *Mr. C. C. Shroff, Surat.*—For the able-bodied, poor-houses should be started where they should be made to work. As regards minors provision should be made for their education or for starting them in life. The infirm should be maintained at the cost of the State or from rates levied from the people.

(38) *Mr. N. M. Nagrani, Retired Deputy Collector, Shikarpur.*—No able-bodied beggar should be permitted to beg. The physically unfit should be certified and allowed to beg in specified places in public streets; asylums and workhouses should be provided for minors and for the physically fit.

(39) *Mr. R. T. Dalvi, Pimpalgaon.*—The able-bodied have no right to be maintained by the public. They should take care of themselves. The physically unfit ought to be supported by the public. The minors should be supported until they are able to take care of themselves and earn a living.

(40) Mr. *F. N. Patel, Pleader, Borsad.*—If only real Sadhus are allowed to beg and other able-bodied persons are prevented from begging, the latter will find out their own way to maintain themselves. Minors and the physically unfit will be taken care of by Sadavarat managers. Indians will never allow such people to remain hungry. These people ought therefore to be kept free without any control of law except that they cannot beg anything save food and necessary clothing. Any statutory undertaking for the maintenance of these persons will be a troublesome and tremendous task.

(41) *Mr. M. T. Shetti, Pleader.*—Physically unfit and minors should be given suitable work in workhouses and in the case of those unfit for any work they should be helped by some charitable institution opened by Government or the society, such as an alms-house, an orphanage, etc. The able-bodied should be dealt with like European vagrants. A sentence of fine or imprisonment should not be inflicted on any of the three classes for the first offence. If an able-bodied beggar is convicted of begging for the second time a sentence of fine of a few rupees or, in default, imprisonment for a short time may be inflicted.

(42) *Mr. M. R. Desai, Dohad.*—The physically unfit should be excluded from legislation, while others should be pressed or encouraged to work.

(43) *Mr. P. L. Adhiya, Landholder, Dahanu.*—He would like the introduction of the Poor Law of England into India. All able-bodied adults be made to work. The physically unfit and minors should be maintained by the public of the Taluka or District of their origin.

(44) *Mr. W. G. Chirmule, LL.B., Satara.*—Able-bodied adults except certified Sadhus should not as a rule be permitted to beg, unless it should be to the interest of the Society to allow it. They must maintain themselves by their personal labour. One or two homes or asylums should be established in each district for minors and physically unfit who should be maintained out of a general fund to be raised in the district. Minors should be trained to some useful branch of trade or industry. It is essential that legislative control should begin with minors.

(45) *Mr. V. C. Vade, Pleader, Bhusawal.*—Able-bodied persons must be made to work and not allowed to beg. If they are wanderers they must be made to settle at one place and made to work. The physically unfit must be allowed to beg or maintained at homes or asylums. Orphan minors should be sent to orphanages or reformatory schools.

(46) *Mr. Mulchand Daulatram, Merchant.*—The able-bodied should be brought under legislative control and sent to workhouses. The physically unfit should be lodged and fed in poor-houses.

(47) *Mr. D. G. Deshmukh, Pleader, Roha, District Kolaba.*—Work-houses should be established for able-bodied professional beggars. Co-operation among managers of Sadavarats is of vital importance for the maintenance of the physically unfit minors, their funds being supplemented by the Government and local bodies, if necessary. Schools should be maintained by Sadavarats for minors.

(48) *Mr. Ramkrishna Balabhai Shet, Uran, Kolaba.*—Alms-houses should be provided for the physically unfit. Helpless minors should be sent to Reformatory or Industrial schools. Others should be prevented from begging.

(49) *Mr. Hirachand Nemchand, Merchant, Shahpur.*—Able-bodied adults should be handed over to the police. The physically unfit and minors should be maintained in infirmaries and orphanages.

Khan Bahadur Adurji Muncherji Dalal, President, District Local Board, Broach, and *Mr. L. S. Continho,* Government Pleader, Karwar, whose names were suggested by the District Magistrates of Broach and Kanara, were asked to give advice or make any suggestions they may have to offer especially with reference to question No. 5. Their replies are summarized below:—

Khan Bahadur Dalal.—Poor-houses should be started for maintaining the able-bodied adults and providing work for them. The success or otherwise of these institutions will depend on how and by whom they are managed. For the physically unfit special asylums will have to be opened, and minors can be provided in the present Anathashrams as far as convenient and for the rest public institutions on the lines of Anathashrams will have to be started.

Sadavarats encourage beggary instead of rendering service to the classes referred to. It would be difficult in the beginning to divert them to useful purposes, but they may be expected to give some help when people see the good work of the institutions started for the physically unfit and minors.

Mr. Continho.—Able-bodied adults should be forbidden to beg altogether and made liable to be punished criminally for begging. It is seldom that they cannot find work. When there is really dearth of work, Municipalities and Local Boards should find work for them under themselves or in the Public Works or Forest Departments.

As regards the physically unfit, Municipalities and Local Boards can undertake to certify them after medical examination, if neccessary. They should then be allowed to beg from door to door or asylums can be established for them, or poor rates can be raised by Municipalities and Local Boards and fixed alms may be given to them on stated days through village officers in villages and through the Municipal Secretaries at headquarters. The upkeep of asylums will swallow up much of the revenue which can be spent on the poor themselves.

Children should on no account be allowed to beg. The alms given to the physically unfit should be proportionately increased on account of their children. Orphan minors should be sent to Reformatories, technical schools or agricultural farms, and Municipalities and Local Boards should contribute annually towards the cost of their maintenance as they now do in the case of lunatics from their respective areas.

Mr. J. B. Petit, Honorary Secretary, the Victoria Memorial, School for the Blind, Tardeo, Bombay, while funishing information about the school, observes that it is the want of self-respect, inability to eke out one's bread and the misguided charity of the public, that foster beggary, and that the proposals to be formulated should strike at the root of professional beggary. To create self-respect among beggars he suggests that young beggars should be isolated as far as possible from adult and confirmed beggars and that arrangements

should be made for lodging, feeding and clothing them and giving them ordinary elementary education, and at the same time forcing them to use their hands and learn such work as every household requires, such as sweeping, grinding, pounding, etc., those showing capacity being taught some handicrafts such as sewing, shoe-making, making of brushes, mats, brooms, etc.

Question No 6.—How many Sadavarats or Anathashrams are known to you for maintaining the physically unfit class of Sadhus or non-Sadhus ?

Summary of replies.

(1) *The Head of Shri Swami Narayan Sect.*—There is a large number of such institutions.

(2) *His Holiness Shrimat Jaggadguru Sankracharya of Sankeshver.*—It is not possible to give the names of all the places and number of Sadavarats or Anathashrams. Such institutions exist in places of pilgrimages like Benares, Allahabad, etc.

(3) *His Holiness Shri Sankracharya of Sharda Peeth, Dwarka.*—There are very few Sadavarats or Anathashrams in this part of the country.

(4) *Seth Anandji Kalyanji of Ahmedabad, representing the Shewtamber Murtipujak Jain Community.*—The Committee can get the information from other sources.

(5) *Shrimat Anandashram Swami of Chitupur.*—No exact information is available. Such poor houses or Dharamsalas abound in the whole of India.

(6) *Rao Saheb A. U. Malji, Pleader, Broach.*—A list can be obtained from District officers.

(7) *Mr. R. R. Gangoli, Retired Sub-Judge, Karwar.*—There are no Sadavarats or Anathashrams in the places where he served. He does not know whether there are such institutions elsewhere.

(8) *Mr. P. R. Godbole, Contractor, Shahpur, Thana.*—There is only one Sadavarat in Shahpur in which Sadhus are given charity.

(9) *Mr. Bhojraj Parumal, Zamindar and Honorary Magistrate, Sehwan.*—Mentions the names of ten Sadavarats in Sind.

(10) *Mr. Pahlajrai Jhemnadas, Zamindar, Kahi Rahu.*—No Anathashram is known to him, but in every village in Sind there is a Tikana or Dharamshala where the physically unfit are helped at the will of the Head. Sadavarats are also maintained by the Panchayet of each village.

(11) *Rao Bahadur W. H. Shahani, Retired Superintendent of Post Offices and Honorary Magistrate, Larkana.*—Mentions the Leper Asylum, Karachi, and the Sadh Belo for Sadhus only at Sukkur.

(12) *Mr. Jhamrai Loharimal, Retired Deputy Collector and Zamindar, Tando Adam.*—There are four Sadavarats at Tando Adam maintained by rich men, where Fakirs of any denominations whether physically fit or unfit are given charity only once.

(13) *Shreemat Purnanand Saraswati Swami of Kavle Math, Kanara.*—There are no poor houses or asylums in his districts.

(14) *Mr. S. S. Kamlapur, Secretary, Madhwa Sidhant Ottejak Sabha, Dharwar.*—There are no Sadavarats or Anathashrams in the Madhava community.

(15) *Tribhuvandas Mangaldas Nathubhai, President, Bombay Hindu Mahajan Committee.*—There are about a dozen Sadavarats and Anathashrams in Bombay.

(16) *Mr. M. M. Sawe, Principal, English School, Chinchani Thana.*—Mentions the Anathashrams at Gondal and Nadiad, Anathashram of Anand Bawa in Jamnagar, Balashram at Gondal, Lady Northcote Hindu Orphanage and school for the blind in Bombay.

(17) *Mr. G. M. Tamwekar, Inamdar of Dakore.*—There are a few homes for maintaining the physically unfit.

(18) *Mr. Balubhai Surajram, Contractor, Surat.*—Mentions the Ashaktashram and the Orphanage at Surat, and the Anathashram at Nadiad.

(19) *Mr. C. G. Gandhi, Ankleshwar.*—There are five Sadavarats in Ankleshwar, one of which is specially meant for the physically unfit. There is an Anathashram at Broach and also at Nadiad.

(20) *Rao Saheb D. P. Desai, Nadiad.*—There are no special Ashrams or Sadavarats for the physically unfit. All Sadavarats and Ashrams receive them as well as able-bodied persons. There is a Leper Asylum at Junagadh. The Ashram at Nadiad also receives physically unfit.

(21) *Mr. Bhailal Purshotamdas, Nandurbar.*—He is not aware of Sadavarats which maintain only the physically unfit and states that the Mahipatram Anathashram at Nadiad, the Nadiad Anathashram and the Ashaktashram at Surat maintains such persons specially minors. There are Anathashrams also at Baroda and Sidhpur and Leper Asylum at Ansuya near Chandod.

(22) *Mr. R. K. Karandikar, Maldoli, Ratnagiri.*—In this district there are no Sadavarats or Anathashrams for maintaining the physically unfit.

(23) *Mr. G. A. Souche, Retired Assistant Deputy Educational Inspector, Nasik.*—In Panchwati, Nasik, there are 14 Annasatres and 14 Sadavarats—in all 28—spending annually about Rs. 20,000 in feeding Sanyasis and Sadhus, whether physically fit or unfit, the crippled and even students attending schools. These institutions are supporting all kinds of beggar visitors.

(24) *Mr. M. D. Karki, Pleader, Honavar.*—He is not aware of any in his district.

(25) *Mr. P. G. Bhatye, Pleader and Honorary Secretary, Taluka Sabha, Karad.*—There are no Sadavarats or Anathashrams in the Satara District.

(26) *Rao Saheb Raghavendrarao Khembavi, Bijapur.*—There are no Sadavarats or Ashrams in this part of the country for maintaining the physically unfit.

(27) *Mr. T. N. Durbar, M.A., LL.B., Bijapur.*—There are no Sadavarats which give charity to all Sadhus irrespective of age, sect or physical ability. But he is not aware of any Sadavarat confining its charity to the disabled.

(28) *S. G. Phadke, Landholder, Kalyan.*—There is only one Sadavarat at Kalyan which is solely meant for Sadhus and Vairagis.

(29) *Rao Saheb B. R. Desai, Godhra.*—There are Anathashrams at Nadiad, Baroda, Borsad, Sidhpur, Pandharpur, Surat and Ahmedabad.

(30) *Mr. N. K. Chevli, Merchant, Surat.*—In Surat there is one Ashakt Ashram and one Balashram for the physically unfit and three or four Sadavarats for the physically unfit as well as for the able-bodied.

(31) *Mr. C. C. Shroff, Surat.*—Mentions the Lady Willingdon Home for the infirm at Surat.

(32) *Mr. F. N. Patel, Pleader, Borsad.*—There are Anathashrams at some places in Gujarat, *e.g.*, Nadiad, Surat, Baroda and Borsad.

(33) *Mr. M. T. Shetti, Pleader, Karwar.*—In the Kanara District there is not a single Sadavarat or Anath Ashram.

The remaining gentlemen have not replied to this question or are not in a position to give any information on the point.

Question No. 7.—Will it be possible for Heads of denominations and their respective laity to co-operate with the authorities in the maintenance of Homes and Asylums for the physically unfit ?

Summary of replies.

(1) *The Head of Shri Swami Narayan Sect.*—Mahants and Heads of Institutions concerned should make provision for the maintenance of infirm Sadhus belonging to their sect.

(2) *His Holiness Shrimat Jaggadguru Sankracharya, Sankeshver.*—If some independent arrangements be made it is quite possible that heads of a very small number of denominations and their followers will co-operate with Government in this matter. The majority will remain indifferent.

(3) *His Holiness Shri Sankracharya of Sharda Peeth, Dwarka.*—Heads of denominations as well as the laity will surely co-operate with the authorities provided public opinion is properly respected and the course of popular control in managing the Homes and Asylums is not hampered.

(4) *His Holiness Shriman Goswami Goverdhanlalji Maharaj of Nathdwara.*—Yes, it is possible.

(5) *Pandit Parashram Nilkanth Shastri Padhye, High Priest of Dadar, etc., Bombay.*—Does not think the Heads of Maths would like this interference of Government.

(6) *Shrimat Anandashram Swami of Chitrapur, Honavar.*—It is the duty of everybody to co-operate with Government in taking measures for the benefit of the poor.

(7) *Mr. Tulsidas Lilaram, Government Pensioner, Nawabshah.*—Yes, if asked they would.

(8) *Rao Saheb A. U. Malji, Pleader, Broach.*—Jaggadguru Sankracharyas and the Acharyas of the Vaishnavas can be pressed to assist in this matter and they may not be found unwilling to help.

(9) *Rao Bahadur R. R. Gangoli, Retired Sub-Judge, Karwar.*—In large towns some charitably disposed persons may come forward to co-operate with the authorities, but there are difficulties in the way of establishing costly Homes or Asylums in small towns and villages.

(10) *Mr. P. R. Godbole, Contractor, Shahpur, Thana.*—The proposal will not be accepted generally.

(11) *Mr. Bhojraj Parumal, Zamindar and Honorary Magistrate, Sehwan.*—He cannot say.

(12) *Mr. Pahlajrai Jhamandas, Zamindar, Khahi Rahu, Sind.*—If separate homes for Hindus and Mahomedans are opened by authorities in villages having a Tikana and a Khanga

of Pir where physically unfit men can be housed, the Head of the Tikana and the Khanga with the help of Sadavarts and grants from Government will be willing to maintain and control such homes.

(13) *Rao Bahadur W. H. Shahani, Retired Superintendent of Post Offices and Honorary Magistrate, Larkana.*—No, but public charity may be forthcoming and local Panchayats may probably help.

(14) *Mr. Jhamrai Loharimal, Retired Deputy Collector and Zamindar, Tando Adam.*—So far as this village is concerned many people will co-operate by subscribing to the cost of such institutions.

(15) *Shrimat Saraswati Swami of Kavle Math, Kanara.*—He does not think special asylums would be successful. The major portion of the funds collected for asylums will be absorbed in salaries, etc., of servants and there is no guarantee that the servants would look carefully after the inmates. The helpless and the poor will not be so satisfactorily maintained in asylums as they are at present by the help received from charitably disposed persons.

(16) *Mr. S. S. Kamlapur, Secretary, Madhawa Sidhant Ottejak Sabha, Dharwar.*—There is no necessity to open homes or asylums for the physically unfit and minor paupers of the Madhava community.

(17) *Mr. Tribhuwandas Mangaldas Nathubhai, President, Bombay Hindu Mahajan Committee.*—Our people would like to follow their own methods of charity. If the authorities wish to start Homes for the physically unfit they are welcome to do so.

(18) *Mr. M. M. Save, Head Master, English School, Chinchani, Thana.*—It cannot be said with certainty that the heads of denominations would consent to maintain Homes or Asylums for the physically unfit. A movement should be made to educate their opinion.

(19) *Sardar G. M. Tambeweker, Inamdar of Dakore.*—*Vide* answer to question No 5.

(20) *Mr. Balubhai Surajram, Contractor, Surat.*—It is quite possible for Heads of denominations and their respective laity to co-operate with the authorities, if sufficient funds are forthcoming either from Government or wealthy people to maintain homes or asylums for the physically unfit.

(21) *Mr. C. G. Gandhi, Tobacco Merchant, Ankleshwar.*—The Mahants are so backward that it is impossible to think that they will help in the maintenance of Homes and Asylums. Some of advanced views may, if approached, consent to co-operate.

(22) *Mr. J. R. Patel, LL.B., Manager, Ranchhodji's Temple, Dakore.*—Heads of denominations or their laity would not willingly co-operate. In the end it would be necessary to levy poor rates as in England, but they would be very light.

(23) *Rao Saheb D. P. Desai, Nadiad.*—Yes. It will be possible to secure co-operation.

(24) *Mr. Bhailal Purshotamdas, Nandurbar.*—It will be possible for the heads of denominations to co-operate with the authorities, and probably some of them may establish homes for their followers.

(25) *Mr. R. K. Karandikar, Maldoli, Ratnagiri.*—Replies in the affirmative.

(26) *Mr. G. A. Souche, Retired Assistant Deputy Educational Inspector, Nasik.*—If some Asylums or Homes be started for the maintenance of the physically unfit the Heads of denominations and the laity will be ready to co-operate with Government, if they are convinced that the asylums or homes are conducted on non-sectarian lines.

(27) *Mr. M. D. Karki, Pleader, Honavar.*—Yes, they should be made to understand their responsibility to care for the maintenance of the unfortunate cripples. For a time a law for levying a local rate may be tried by way of experiment.

(28) *Mr. P. G. Bhatye, Pleader, Honorary Secretary, Taluka Sabha, Karad.*—Co-operation is possible.

(29) *Rao Saheb Raghavendrarao Khembavi, Pleader, Bijapur.*—Heads, of denominations of reformed views might agree to co-operate. He thinks that the general public has sympathy with the scheme and will co-operate.

(30) *Mr. T. N. Durbar, LL.B., Bijapur.*—He thinks that the Heads are enlightened enough to co-operate. As for the public he can confidently say that they will be willing to start Asylums in co-operation with the authorities.

(31) *Mr. S. G. Phadke, Landholder, Kalyan.*—Replies in the affirmative.

(32) *Rao Saheb B. R. Desai, Godhra.*—He cannot say anything in the matter.

(33) *Mr. N. K. Chevli, Merchant, Surat.*—In his opinion it is not possible for Heads of denominations to co-operate with the authorities.

(34) *Mr. C. C. Shroff (Surat).*—Thinks it quite possible for the heads of denominations and their laity to co-operate with the authorities.

(35) *Mr. N. M. Nagrani, Retired Deputy Collector, Shikarpur.*—No doubt, the laity will cheerfully co-operate with the authorities.

(36) *Mr. R. T. Dalvi, Pleader, Pimpalgaon Baswant.*—He cannot answer this question.

(37) *Mr. F. N. Patel, Pleader, Borsad.*—He does not think that Heads of religious institutions or their respective laity will co-operate with the authorities. But the general public under the proper directions of superior officials might contribute.

(38) *Mr. M. T. Shetti, Pleader, Karwar.*—It will be both possible and advisable for heads of denominations and their respective laity to co-operate with the authorities. Where denominations exist a part of the cost should be borne by them, part by Government and part by the Public. Municipalities should take up such work with the help of Government. District and Taluka Local Boards should be asked to contribute a part of the cost.

(39) *Mr. M. R. Desai, Dohad.*—No harm.

(40) *Mr. P. L. Adhiya, Landholder, Dahanu.*—Laymen are not likely to co-operate unless they are made to contribute by legislation by a local rate for the expenses of homes or Asylums for the physically unfit.

(41) *Mr. W. G. Chirmule, LL.B., Satara.*—It will be difficult to persuade heads of denominations to co-operate as they are generally uneducated. They will be of very little help in the maintenance of homes and asylums except possibly through their moral and religious influence.

(42) *Mr. V. C. Vad, Pleader, Bhusawal.*—It is not possible for heads of denominations to co-operate.

(43) *Mr. Ramkrishna Balabhai Shet, Uran, Kolaba District.*—The Heads should be consulted and the public should be requested to give their charity to homes for the disabled.

Summary of general remarks made by some of the gentlemen consulted.

(1) *The Head of the Swami Narayan Sect, Ahmedabad.*—The Sect highly respects the noble and high ideals of the Committee.

(2) *His Highness Shrimat Jagadguru Sankracharya of Sankeshwar.*—This is purely a religious matter. It is impossible to remedy the present state of affairs by legislation. Any reform should proceed from the people themselves. Any attempt of Government in the matter will arouse suspicion and misunderstanding.

(3) *Seth Anandji Kallianji, Ahmedabad, representing the Shwatamber Murtipujak Jain Community.*—There are two sorts of mendicants in every community, *viz.*, religious mendicants and professional beggars. To include the former within the scope of the inquiry is not desirable, as the very idea that religious mendicants are liable to be subjected to the results of the inquiry would be opposed by the public and would mar the object the Committee has in view.

(4) *Pandit Parashram Nilkanth Shastri Padhye, High Priest of Dadar, etc., Bombay.*—Able-bodied men who are not real priests or religious mendicants or Brahmins should not beg. They are a nuisance to the public.

(5) *Shrimat Anandashram Swami of Chitrapur, Kanara.*—The suggestion for the appointment of a Committee was negatived by the Bengal Legislative Council. The Bombay Government should not interfere in such matters.

(6) *Mr. Prahlajrai Jhamandas, Zamindar of Khahi Rahu, Sind.*—Beggary has become so common in Sind that it has become a widespread nuisance. Seventy-five per cent of Fakirs or beggars have neither any particular denomination nor any recognized head ; and they should be brought under control.

(7) *Rao Bahadur W. H. Shahani, Retired Superintendent of Post Offices and Honorary Magistrate, Larkana.*—The annoyance from professional beggary is so great that most people will gladly co-operate to stop it. Lately a suggestion was informally made in a recruiting meeting that able-bodied male professional beggars should be recruited by conscription.

(8) *Mr. M. M. Save, Principal, English School, Chinchani, Thana.*—If definite steps are taken to prevent professional beggary which is a burden on the public, not only would the Society be freed from an annoyance but also the working capacity of the country would be greatly increased.

(9) *Mr. J. R. Patel, L.L.B., Manager, Dakore Temple.*—All the restrictions on beggary should not be enforced at once. For one or two years unlicensed beggars may be allowed to beg for food only sufficient to maintain themselves. The village council should have power to deprive them of their surplus gains. The scheme is likely to prove oppressive, but the result would be that the beggars would find their occupation is not paying and would prefer to settle down. If so, further legislation would be unnecessary, otherwise after the above period house to house beggary should be stopped altogether and the issue of licenses should be made strict.

(10) *Rao Saheb D. P. Desai, Nadiad.*—Professional beggars fall under two heads, *viz.*, voluntary and compulsory. The Indian mind considers itself benefited by contributing to the physical or temporal well-being of both the classes. Any attempt at controlling or directing by legislation this spirit of charity would be undesirable. There should be no legal

control and guides for conscience and instinct when they are adopting their own way and measures for their spiritual elevation. People will take the proposed legislation, if innocent, as a thin end of the wedge ; if controlling and preventive, as an unnecessary interference with their religious and charitable beliefs.

(11) *Mr. G. A. Souche, Retired Assistant Deputy Educational Inspector, Nasik.*—Beggary is fast increasing and Government should inquire and remedy it.

(12) *Mr. M. D. Karki, Pleader, Honavar.*—He is of opinion that some control should be exercised so as to make them fit members of the Society and to utilize their services for the benefit of the masses, *e.g.*, for spreading religious education, for rendering medical help, &c.

(13) *Mr. P. G. Bhatye, Pleader and Honorary Secretary, Taluka Sabha, Karad.*—A legislative enactment on the lines of the Poor Laws in England is a necessity to control real beggars who are burdensome to the Society. But simultaneously with controlling them they should be provided for by starting work houses and anathashrams for them in villages or for groups of villages. No new tax should be levied for the maintenance of these institutions, but the Abkari revenue should be utilized for the purpose to some extent. Native States should be asked to contribute to the cost or to look after their own beggars.

(14) *Mr. N. M. Nagrani, Retired Deputy Collector, Shikarpur.*—The masses so bitterly complain of professional beggary and of the villainous doings of the professional beggars that they are surprised that the British Government, whose *raison d'être* is the elevation of the people entrusted to its care, has taken no steps so far to put a stop to professional beggary which is a serious obstacle in the path of progress, social, economic and political.

(15) *Mr. R. Y. Dalvi, Pleader, Pimpalgaon Baswant.*—Fakirs who carry long iron nail with them and threaten to wound their own body with the nail until alms are given should be stopped at once. Thakur beggar women who cry and abuse and frighten little children, and persons who ask for alms under the guise of collecting charities for temples ought also to be stopped.

(16) *Mr. F. N. Patel, Pleader, Borsad.*—If legislation is undertaken in relation to Sadhus it should also be undertaken in relation to Fakirs and other Hindu mendicants also. There is a class of Brahmins called Tehelias who make wealth out of begging. This begging should be stopped altogether. Real Sanyasis and Paramhansas should not be treated as Sadhus.

(17) *Khan Bahadur Adurji Muncharji Dalal.*—At least a small beginning may be made whereby the heads of denominations and Government authorities may co-operate on lines of least resistance. Even a modest beginning is imperatively necessary to remove the evil.

(18) *Mr. T. N. Atre, Sub-judge, Amalner.*—He invites attention to his two books in Marathi entitled " Gavagada " and " Gunhegar Jati ", which he says bear considerably on the question of beggars and beggary, and a cursory perusal of which will consider (? convince) anyone that in tackling beggary we have to count many more than Sadhus. There are several wandering and settled classes and persons who invade villages generally in agricultural season in gangs or singly and beg without the least pretensions to be Sadhus. The basis of the inquiry should be sufficiently widened so as to embrace these local and itinerant hangers-on that sap the life blood of agriculture. No social or economic evil can be said to be adequately remedied until the remedy reaches villages. He also suggests that the co-operation of the Administration of the Central Provinces where similar conditions prevail should be invited.

APPENDIX No. 3.

Questions Relating to Mahomedan Fakirs.

1. Is professional beggary sanctioned by the canons of Mahomedan religion ? If not, can you regard it as an encroachment on religion if Mahomedan Fakirs are brought under Legislative Control ?
2. Can you give any idea as to the approximate number of Mahomedan Fakirs in your district ?
3. What arrangements are there for feeding them ?
4. Is there any arrangement for giving them shelter ?
5. Mahomedan Fakirs fall under the following heads :—
   (1) Able-bodied adults.
   (2) Physically unfit.
   (3) Minors.

   What measures do you suggest for the treatment of each of these classes ?
6. If Government arrange to house and feed those who are disabled and to provide a work-house for the able-bodied Fakirs, will there be any objection to such an arrangement ?
7. Will the Mahomedan Community, in your opinion, co-operate with the authorities in the maintenance of houses or Asylums for the physically unfit Fakirs ?

APPENDIX No. 4.

Summary of replies to questions regarding Mahomedan Fakirs.

Question No. 1.—Is professional beggary sanctioned by the canons of the Mahomedan religion ? If not, can you regard it as an encroachment on religion if Mahomedan Fakirs are brought under Legislative Control ?

Summary of Replies.

(1) *Mr. Illahibux Daood Vistro, Zamindar at Machur, Nawabshah District (Sind).*—No.

(2) *Sayed Ghulam Ali Shah Shahbuddin Shah, Zamindar of Halani, Sind.*—Professional beggary is not allowable according to Mahomedan religion except in the case of very weak, aged or physically unfit. The bringing of Mahomedan Fakirs under Legislative control is permissible or otherwise by Islam according as the motive is good or bad. As in the present case the motives are good, it will not be regarded as an encroachment upon religion.

(3) *Wadero Shah Nawabzkhan Ghulam Murtazkhan Bhuto, Zamindar of Nandero, Larkana.*—So far as he knows professional beggary is not sanctioned by the Mahomedan religion.

(4) *Rais Shamsuddin walad Bahadurkhan Chhino, Zamindar and Honorary Magistrate and Secretary, Anjuman-i-Islam, Meher, Larkana.*—Professional beggary is forbidden (Haram) by Islam. To bring it under control will not at all be against religion but on the contrary it will be in accordance with it.

(5) *Shaikh Ali Abdul Kadar Baakza, Surat.*—Not at all. But to control Mahomedan Fakirs there should be in each district a committee consisting of 11 Mahomedans.

(6) *Kazi Sayed Nuruddin Hussein Ahmed Hussein Kazi of Broach.*—Islam permits the asking and making of charity, while it makes charity purely personal. To fetter the discretion of the giver and receiver of charity on the question of its form by means of legislation will be a hardship not permissible by Islam.

(7) *The Trustees of Bai Jainabai Charitable Trust, Bombay.*—Professional beggary is not sanctioned, nor is it prohibited by Islam. The reply to the second part is in the negative, provided no compulsion is imposed upon Mahomedan beggars to go and live in a work-house.

(8) *Mr. Mian Mahomed Haji Jan Mahomed Chhotani, Government Contractor, Bombay.*—The reply to the first part is in the negative. As regards the second part of the question, Fakirs must be divided under two heads (I) pure and simple idlers, and (II) real religious devotees. Class I should be necessarily brought under control, but class II should be left alone as they are not beggars and are in no sense a burden to the community or to the society at large. There should be a Committee of Kazi and Maulvis whose opinion should be taken whatever (? whether) a particular person belongs to class I or class II.

(9) *The Directors of the Jumma Masjid, Bombay.*—Reply to both parts of the question is in the negative.

(10) *Sayed Nizamuddin Ahmed Fauzdar, Bench Magistrate and Municipal Councillor, Ranebennur, District Dharwar.*—Islam far from sanctioning professional beggary condemns it as an evil for it is said in "Hadis" concerning professional beggars—"He who goes on begging from the people shall have no flesh in the mouth when he makes his appearance on the day of judgment." "All Fakirs are not professional beggars, *e.g.*, Mujawars in charge of shrines or "Murids" of some Pirs who call themselves Fakirs. It will not be an encroachment on Islam if Mahomedan Fakirs except the above are brought under legislative control. By so doing Government will lay the Mahomedan community under a debt of gratitude for having helped it in carrying out religious injunctions.

(11) *The Trustees of the Durghas of Pir Makdum Saheb at Mahim, Bombay.*—The word "Fakir" is commonly applied to beggars, but it is also used for pious men. Professional beggary is not sanctioned by Islam and there will be no harm "if beggars are brought under legislative control and means provided to make them men of business as opportunity offers and by degrees."

(12) *The Trustees of Jakaria Masjid, Bombay.*—They agree with the opinion of the Directors of the Jumma Masjid (No. 9).

(13) *Mr. Shah Nawaz Pirzada, Pleader, Naushahro Firoze, Sind.*—Professional beggary is sanctioned by the Mahomedan religion as it does not countenance idleness in any form. Legislative control over Mahomedan Fakirs would not be an encroachment but would be a service to Islam. A kind of sanctity is attached to the numerous beggars found at the shrines of Saints in Sind who do not allow visitors to pay their respects to the shrines until their demands are acceded to. Mahomedans of Sind would oppose the suppression of such beggars. Their number however should be limited. Mr. Shah Nawaz is also of opinion that it would be unwise to put any restrictions upon another class of respectable beggars known as Pirs who demand an annual tribute from their disciples.

Question No. 2.—Can you give any idea as to the approximate number of Mahomedan Fakirs in your district ?

All the gentlemen except the following four are unable to give the number :—

The approximate number of Mahomedan Fakirs in the *Nawabshah District* is stated by *Mr. Illahibux Daood Vistro* to be 2,000 while *Mr. Shah Nawaz Pirzada* estimates it at 1,000.

In the Surat District the number is 5,000 according to *Shaikh Ali Baakza.*

In the Dharwar District the number is stated to be 400 by *Sayed Nizamuddin Ahmed Fauzdar.*

Haji Noor Mahomed Haji Jan Mahomed Latiff of Bombay has stated in reply to an enquiry that the number of indigent Mahomedans and Fakirs in the city to whom he distributes charity once in the month of Ramzan comes to about 2,000.

Questions Nos. 3 and 4.— (3) What arrangements are there for feeding them ?

(4) Is there any arrangement for giving them shelter ?

(1) *Mr. Mian Mahomed Haji Jan Mahomed Chhotani, Government Contractor, Bombay.*— To his knowledge almost all the Mahomedan beggars in the Bombay City get enough quantity of food every day from charitable institutions (Masjids) and from well-to-do Mahomedan families who distribute every morning very large quantities of bread among the poor for the sake of charity or in terms of the wills left by their predecessors. Mr. Chhotani himself distributes a good quantity daily to some 50 poor Mahomedans. He thinks that if the poor keep themselves to fixed localities and frequent the same door, there is no chance of a single poor Mahomedan going hungry to bed.

There is no arrangement for giving them shelter except the very scanty shelter they can get at Masjids and Durghas.

(2) *The Directors of the Jumma Masjid, Bombay.*—There are no regular arrangements for feeding Fakirs, but bread and "Khichri" is distributed to them every day at certain places in Bombay. On Saturdays and Fridays and during the month of Ramzan bread is freely distributed by Musalmans in almost all the localities inhabited by them. In the months of Rabiul Awal and Rabiwal Akhar and on other auspicious days charitable Mussalmans give feasts to the poor and there are trusts and endowments for this purpose.

There is no arrangement for giving shelter to Fakirs.

(3) *The Trustees of Bai Jainabai Charitable Trust, Bombay.*—There are a few scattered institutions where complete or partial shelter is offered to a few Fakirs.

(4) *Sayed Nizamuddin Ahmed Fauzdar, Bench Magistrate and Municipal Councillor, Ranebennur, Dharwar District.*—There is no special arrangement for feeding or sheltering the Fakirs, except that the Makans and Musafarkhanas built at the shrines of Saints serve as shelter to them.

(4) *The Trustees of the Jakaria Masjid, Bombay.*—They concur in the reply given by the Directors of the Jumma Masjid (No. 2)

(5) *Mr. Shah Nawaz Pirzada, Pleader, Naushahro Firoze, Nawabshah District.*—There is no particular arrangement for feeding Mahomedan beggars in his district, but none of them is ever said to have died of hunger. They can very well pass their day in the guest houses of a Zamindar or in a Mosque and commit depredation on peaceful citizens at night.

The remaining gentlemen have replied that there are no arrangements.

Question No. 5.—Mahomedan Fakirs fall under the following heads :—

(i) Able-bodied adults.

(ii) Physically unfit.

(iii) Minors.

What measures do you suggest for the treatment of each of these classes ?

(1) *Mr. Illahibux Daood Vistro, Zamindar at Machur, Nawabshah District, Sind.*— Creation of a special law is necessary. The important provisions should be taken from the European Vagrancy Act IX of 1874. The proposed law should provide for the establishment of asylums simultaneously with work-houses.

(2) *Mr. Ghulam Ali Shah Shahbuddin Shah, Zamindar of Halani, Nawabshah District.*— Able-bodied Fakirs, as a rule, should be forced to work for their maintenance. The aged and infirm should be comfortably housed and fed, and the minors should be educated to earn an honest living. There should be a committee or committees in every province or district for the management of the three classes of Fakirs. The Committee should arrange for work-houses, asylums, etc., and collect funds. The expenses should be mostly paid by Government, as people would not willingly pay in these hard times.

(3) *Wadero Shah Nawaz Khan, Ghulam Murtazkhan Bhuto, Zamindar, Nandero, Larkana.*— If employment is found for adults it will reduce the nuisance. There will be the difficulty of separating them from their connections and homes.

(4) *Rais Shamsuddin walad Bahadur Khan Chhino, Zamindar and Honorary Magistrate, Meher, Larkana.*—Able-bodied adults should be brought under the control of law and forced to work. The physically unfit may be housed and fed by Government in any way they think proper and minors should be sent to technical schools which should be opened freely all over the country.

(5) *Shaik Ali Abdulkadar Baakza, Surat.*—There should be workshop for adults in every division and homes for the physically unfit in each district. Minors should be sent to the nearest Orphanage.

(6) *Mr. Mia Mahomed Haji Jan Mahomed Chhotani, Government Contractor, Bombay.*—Able-bodied idlers should be brought under legislative control, and dealt with according to law. An Asylum should be built for the physically unfit where they should be provided with ordinary comforts. Educational facilities should be provided for minors. If religious instruction is made compulsory side by side with technical education the beggar instead of being burden will become a source of wealth and prosperity to India.

(7) *The Directors of the Jumma Musjid, Bombay.*—Suggest work-houses for able-bodied adults and asylums for the physically unfit.

(8) *Sayed Nizamuddin Ahmed Fauzdar, Bench Magistrate and Municipal Councillor, Ranebennur, Dharwar District.*—Able-bodied should be sent to work-houses or Government agricultural farms for a term as a punishment. On release those who have worked on farms should receive from Government free grant of waste lands to cultivate. The others would follow the industries taught to them in work-houses; but if they won't they should be enrolled as recruits in the Indian Defence Force.

It is the religious duty of Mahomedans to help the physically unfit. But as Mahomedans are now notoriously poor, no real help can be expected from them. Government should therefore provide food and shelter for the physically unfit. Government should open free industrial schools in towns and villages for minors.

(9) *The Trustees of the Durgah of Pir Makhdam Saheb at Mahim, Bombay.*—The able-bodied should be turned into men of business, the physically unfit should be provided with board and lodging and minors should be maintained and given technical education coupled with religious instruction.

(10) *The Trustees of the Jakaria Masjid, Bombay.*—Concur with the Directors of the Juma Masjid.

(11) *Mr. Shah Nawaz Pirzada, Pleader, Naushahro Piroze, Nawabshah District.*—Able-bodied Fakirs should be sent to jail, if they do not cease begging, but work should be provided for them, which can easily be done with the help of Zamindars, who are always in want of "Haris". Leniency should be shown to Fakirs belonging to shrines of Saints and to Pirs but they should be ordered not to tyrannize over their visitors and disciples. The disabled should be maintained and sheltered by the Zamindar of every village by voluntary subscriptions from well-to-do villagers. The relations of the physically unfit should contribute towards the cost of their maintenance according to their means. Minor orphans and children of very poor parents should be taken care of by Government. The number of orphanages in a district should correspond with the number of talukas in it.

Question No. 6.—If Government arrange to house and feed those who are disabled and to provide a work-house for the able-bodied Fakirs, will there be any religious objection to such an arrangement?

Summary of Replies.

(1) *Mr. Illahibux Daood Vistro, Zamindar at Machur, Nawabshah District, Sind.*—So far as women and minors under the age of 12 are concerned.

The Trustees of Bai Jainabai Charitable Trust, Bombay.—If Government organize any such relief in consultation with the leading Mahomedans of the City there are good chances of its success.

(3) *Mr. Shah Nawaz Pirzada Pleader, Naushahro Piroze, Nawabshah District.*—There is no religious objection to such a laudable effort, but there will be sentimental objection in the case of Fakirs residing at the shrines of Saints. Their forcible removal to work-houses would be regarded as an insult to the Saints.

The other gentlemen reply to the question in the negative, and some of them add that the arrangement will be highly appreciated by the Mahomedan Community. Mr. Shaikh Ali Baksh of Surat when replying in the negative suggests that the opinion of well known members may be obtained.

Question No. 7.—Will the Mahomedan Community, in your opinion, co-operate with the authorities in the maintenance of houses or Asylums for the physically unfit Fakirs?

Summary of Replies.

(1) *Mr. Illahibux Daood Vistro, Zamindar at Machur, Nawabshah District, Sind.*—Mahomedan magnates may co-operate cordially. Mahomedan gentry will work with the authorities, but financial help can hardly be expected from them.

(2) *Sayed Ghulam Ali Shah Sahahbuddin Shah, Zamindar of Halani, Nawabshah District.*—The majority of the Mahomedan community are proverbially poor but some well-to-do men might co-operate, if called upon by Government.

(3) *Wadero Shah Nawazkhan Ghulam Murtazkhan Bhuto, Zamindar, Nandero, Larkana District, Sind.*—The Mahomedan community is too poor to take any share of the burden.

(4) *Rais Shamsudin walad Bahadur Khan Chhino, Zamindar and Honorary Magistrate of Mehar, Larkana District.*—Well-to-do Mahomedans will certainly co-operate. There should be district or Taluka committees to collect subscriptions which people will gladly pay when freed from the plague of beggars. Honours should be conferred on those giving substantial help.

(5) *Shaik Ali Abdul Kadar Baakza, Surat.*—In his opinion they should co-operate.

(6) *The Trustees of Bai Jainabai Charitable Trust, Bombay.*—Express a hope that the community will co-operate.

(7) *Mr. Mian Mahomed Haji Jan Mahomed Chhotani, Government Contractor, Bombay.*—The community will very willingly co-operate and do everything in its power to ameliorate the condition of the poor.

(8) *The Directors of the Jumma Masjid, Bombay and* (9) *The Trustees of the Jakaria Masjid, Bombay.*—They believe that the community will co-operate.

(9) *Syed Nizamuddin Ahmed Fauzdar, Bench Magistrate and Municipal Councillor, Ranebennur, Dharwar District.*—It is the duty of Government to take care of the physically unfit, but the public are no less bound to co-operate. The upper class will co-operate on voluntary basis. The expenditure on such institutions can fairly be debited to income-tax.

(10) *The Trustees of the Durgah of Pir Makhdam Saheb at Mahim, Bombay.*—Generous and charitably disposed men of the community will certainly co-operate. A large fund could be collected if they are persuaded to give occasional donations to such institutions.

(11) *Mr. Shah Nawaz Pirzada, Pleader, Naushahro Firoze, Nawabshah District.*—Mahomedans of Sind will assist Government in this praiseworthy effort with all their heart.

Summary of the general remarks made by some of the Mahomedan gentlemen who have replied to questions regarding Mahomedan Fakirs.

(1) *Illahibux Daood Vistro, Zamindar of Machur, Nawabshah District, Sind.*—The proposed legislation will ameliorate the condition of Mahomedans and will increase the number of Mahomedan craftmen.

(2) *Sayed Ghulam Ali Shah Shahbuddin Shah, Zamindar of Halani, Nawabshah District.*—Some of those who pretend to be beggars during the day are thieves at night. He welcomes the proposal in the interests of India in general and Mahomedans in particular. When carried out it will contribute to the moral, material and momentary advancement of the country.

(3) *Rais Shamsuddin walad Bahadur Khan Chhino, Zamindar and Honorary Magistrate and Secretary, Anjuman-i-Islam of Mehar, District Larkana.*—In his opinion the use of intoxicating drugs is the root cause of professional beggary. Thousands of persons can be traced who having squandered all their property by falling into the habit of smoking opium, charas, ganja, etc., have resorted to begging as the last resort. There are innumerable beggars who daily consume two to four annas worth of opium or charas from the alms received by them. They are a great burden on the people. The use of these drugs should therefore be prohibited by making it penal.

(4) *Kazi Sayed Nuriddin Husein Ahmed Husein, Kazi of Broach.*—Is opposed to any special legislation. He is of opinion that by providing for simple imprisonment for a certain period, in addition to fine, in section 61 of the Bombay District Police Act IV of 1890 the evil of professional beggary by cunning and able-bodied beggars will be removed to a great extent, and the necessity of the contemplated legislation, which seems to conflict with Mahomedanism, will be avoided.

(5) *Sayed Nizamuddin Ahmed Fauzdar, Bench Magistrate and Municipal Councillor, Ranebennur, District Dharwar.*—Observes that on the solution of this most important problem depends the material development of the country.

(6) *Mr. Shah Nawaz Pirzada, Pleader, Naushahro Feroze, Nawabshah District.*—Fakirs are a nuisance to society and their wholesale suppression is necessary. The most disgraceful class of professional beggars in Sind is that of Marwari women who are seen wandering about

in the streets of all the towns of the province ostensibly begging alms but in reality looking for young men. In the interests of society and religion it is necessary to prohibit young and middle aged women from begging.

(7) *Sardar Sulleman Haji Casam Mitha, C.I.E., Bombay.*—He has not replied to any of the questions but merely says that professional beggary should be checked as early as possible.

APPENDIX No. 5.

Brief summary of replies of District Magistrates.

Questions Nos. 1 and 2.—1. The number of beggars in the Bombay City and in the British Districts in this Presidency.

2. Of these how many are adults and how many juveniles ?

Summary of replies.

The Commissioner of Police, Bombay, and the District Magistrates give the figures of the beggar population as follows :—

	Adults.	Juveniles.	Total.
Bombay	4,000	1,000	5,000
(This is rough guess.)			
Northern Division.			
Thana	504	129	633
Surat	384	152	536
Broach	1,700	100	1,800
Kaira	1,028	125	1,153
Panch Mahals	779	330	1,109
Central Division.			
Satara	552	317	869
West Khandesh	443	163	606
East Khandesh	5,000	4,500	9,500*
Ahmednagar	2,456	907	3,363
Sholapur	2,849	1,143	3,992
Poona	1,164	645	1,809
(The District Magistrate says that this number is probably greatly increased in practice.)			
Southern Division.			
Dharwar	1,276	407	1 683
Bijapur	3,500	1,500	5,000
Ratnagiri	1,604	724	2,328
Belgaum	2,459	810	3,269
Kolaba	371	245	616
Kanara	1,201	632	1,833
Sind.			
Karachi	929	212	1,141
(The District Magistrate says that the figures are based on inquiries made by the Police but are probably underestimated.)			
Hyderabad	421	154	575
Sukkur	2,245	825	3,070
Total ..	34,865	15,020	49,885

* This is an assumption.

The District Magistrate of Ahmedabad states that it is quite impossible to estimate with any approximation to accuracy the beggar population of the district.

No information is available from Nasik, Nawabshah, Thar and Parkar.

The District Magistrates of Larkana and Upper Sind Frontier say that the number cannot be ascertained unless a census is taken. It is an undeniable fact that in Larkana the number of professional beggars is on the increase which is due partly to the unbridled and indiscriminate charity of the public and partly to the economic crisis connected with the war. The District Magistrate observes that the want of more definite legal restriction is much felt.

Question No. 3.—Are paupers arrested and prosecuted for begging in streets ? If so, how many were dealt with during the last three years and how many were sent to jail and for what periods ?

Summary of replies.

Bombay.—1,242 beggars were arrested and 1,210 were convicted in 1917. This may be taken as the average number. The sentence varied from one to seven days' simple imprisonment.

Nasik.—During the last three years only two persons were convicted under section 61 (*s*) of the District Police Act and punished with fine.

Satara.—Three persons were convicted and fined for begging in 1915. Since then there has been no prosecution for begging.

Poona.—Paupers are arrested and prosecuted for begging in the Cantonments of Poona and Kirkee only, where 11 out of 27 beggars were sent to jail during the last three years, nine for eight days and two for two days.

Belgaum.—No person is prosecuted for begging except in the Belgaum Cantonment where nine persons were prosecuted of whom two were convicted and sentenced to seven days rigorous imprisonment.

Karachi.—Beggars are occasionally prosecuted in the Karachi city only. The average number of prosecutions is probably less than 20 a year. The punishment inflicted is a nominal fine.

The reply to the question from other District Magistrates is in the negative.

Question No. 4.—Does the Police keep a record of immigrant beggars ? If so, how many such cases were registered ?

Summary of reply.

The reply is in the negative except from Satara, Kolaba and Kanara. In Satara 20,553 beggars were registered in 1915, 37,952 in 1916, and 45,664 in 1917. In the Kanara district record of immigrant beggars is kept at only one police station, the number registered being 154 in 1915, 289 in 1916, and 393 in 1917. In two talukas only of the Kolaba district, *viz.*, Pen and Mahad, record of immigrant beggars is maintained. The total number registered aggregated 415 during the last three years.

Question No. 5.—How many deaths of paupers were registered during the last three yeras ?

Summary of reply.

Bombay.—Accurate data cannot be furnished. In 1917 the Police dealt with 247 roadside deaths most of which were obviously of paupers, but more must have died not necessitating police intervention.

Northern Division.		*Southern Division.*	
Thana	121	Dharwar	105
Surat	181	Ratnagiri	85
Broach	23	Kolaba	15
Kaira	100	Belgaum	*Nil*
		Kanara	180
Central Division.		*Sind.*	
Satara	16	Karachi (for 1916-17 and 1917-18 only)	249
West Khandesh	31	Nawabshah	14
Ahmednagar	74	Larkana	16
Sholapur	105	Thar and Parkar	124
Poona	224	Upper Sind Frontier	23
		Sukkur	92
		Total	1,778

The District Magistrates of Nasik, East Khandesh, Ahmedabad, Panch Mahals and Hyderabad say that information is not available. The District Magistrate of Bijapur is silent on this point.

Question No. 6.—Are there any Sadavarts, Anathashrams or other charitable institutions for feeding or giving shelter to paupers? If so, give particulars specified.

Summary of reply.

The number of Sadavarts, etc., the average number of paupers sheltered and maintained, the average yearly number of paupers fed and the annual expenditure are shown below :—

Number of Sadavarts, etc.		Daily number of paupers sheltered and maintained.	Average yearly number of paupers fed.	Annual expenditure.
				Rs.
Bombay (*a*)	6	(*b*)19	1,07,350	(*c*)27,834
Northern Division.				
Broach	18	200	85,050	11,513
Ahmedabad	65	675	(*d*)1,82,759	(*e*)67,783
Surat	16	154	29,992	38,825
Kaira	27(*f*)	419	1,10,348	56,351
Thana	13	(*g*)84	(*g*)28,200	5,050
Panch Mahals	5	....	15,200	2,020
Central Division.				
Poona	16	276	86,136	(*h*)25,580
Sholapur	17	16	48,730	(*i*)12,720
Nasik	34	47	(*j*)15,904	33,210
Satara	9	....	10,220	1,805
Ahmednagar	15	(*k*)250	1,02,150	36,650
Southern Division.				
Dharwar	8	188	65,960	2,270
Bijapur	3	6	2,440	525
Kolaba	7	(*l*)5	2,600	825
Kanara	21	(*m*)29	57,400	7,509
Sind.				
Karachi	7(*n*)	57	10,660	(*o*)14,300
Hyderabad	7	....	1,92,000	9,800
Thar and Parkar	34	18	23,250	7,153
Sukkur	21(*p*)	1,622	32,941	34,050
Total ..	349	4,065	12,09,290	3,95,803

(*a*) The list of Bombay is not complete.

(*b*) This is the number of professional Sanyasi or Bairagi class who are allowed to rest and given rations at one Sadavart for two days only.

(*c*) This is inclusive of expenditure on repairs and establishment at the Sadavart referred to in note (*b*).

(*d*) The number of residential paupers is probably included in this number.

(*e*) This is exclusive of the price of 238 maunds of grain and flour given by certain cultivators to distribute and also of the expenditure of maintaining daily about 40 beggars in Dhandhuka which is not stated.

(*f*) The figures for the Borsad Taluka are not available. In some of the Sadavarts paupers are shown as sheltered and maintained, although no accommodation is stated to be provided at those Sadavarts. The figures in column 3 are presumably included in the figures in column 4.

(*g*) This number is shown as that of paupers who are maintained daily. It is not stated whether they are sheltered. In the case of one Sadavart at Sanjan the number (25) shown as maintained daily exactly corresponds with the average yearly number fed 9,000 ($25 \times 30 \times 12$). In five cases the average daily number maintained is shown to be seven each and the yearly number fed 2,500 ($7 \times 30 \times 12 = 2,510$) each.

(*h*) Exclusive of the cost of feeding 5,950 beggars which is not stated.

(*i*) Exclusive of the cost of feeding 7,800 beggars which is not stated.

(*j*) The average yearly number corresponds proportionately with the daily average number in some cases.

(*k*) This number is presumably included in the average yearly number.

(*l*) It is stated that accommodation is provided for this number, but it is not clear whether this number is also maintained daily.

(*m*) This included 27 paupers shown as sheltered daily by five Sadavarts, although it is stated that no regular accommodation is provided.

(*n*) Exclusive of village Sadavarts maintained by village panchayats which feed wandering beggars and Fakirs when passing through their villages on pilgrimage.

(*o*) Exclusive of the expense of feeding 300 beggars which is not stated.

(*p*) Sadavarts exist in almost every big village in the Sukkur District and are maintained by Panchayats from collections made on occasions of marriage and from a cess levied on import and export of grain. There are no regular asylums for feeding or giving shelter to paupers but more than 100 temples in the district shelter and feed them; out of these the District Magistrate has given figure for the principal 21 institutions only. The number 1,622 shown in column 2 is the number for whom it is stated accommodation is provided, but 1,476 persons included in this number are also shown as the average yearly number of paupers fed. In the case of the rest it is not clear whether they are included in the yearly number.

There are no regular Sadavarts, etc., in East Khandesh, Belgaum, Ratnagiri, Larkana and Upper Sind Frontier District. The District Magistrates of West Khandesh and Nawabshah have not given any information on the point.

APPENDIX No. 6.

NOTE BY MESSRS. PHIROZE C. SETHNA AND R. P. MASANI ON THEIR VISIT TO CRIMINAL TRIBES SETTLEMENTS IN SHOLAPUR AND BIJAPUR.

As desired by the Committee we proceeded to Bijapur on the 9th instant to visit the Criminal Tribes Settlements. Thanks to the information cheerfully placed at our disposal by Mr. H. Starte, I.C.S., the Officer in charge of the settlements, both in Bijapur and Sholapur, we had little difficulty in collecting the necessary information and studying the details concerning the organisation and management of the settlements with the limited time at our disposal. Our thanks are also due to Rev. H. Strutton, Manager of the Sholapur Settlements, for the assistance and information he gave us concerning the Sholapur Settlements. The efforts to reclaim the criminal tribes brought under these settlements consist in placing a restraint upon their movements under the Criminal Tribes Act, in finding employment for them and in bettering the social life of these people. Over 5,000 persons are now in Bijapur and neighbouring settlements and over 3,000 in the Sholapur Settlements and with the assistance of a few Police guards the wanderings of these tribes have been easily brought under control. They regularly attend the Mills and other places where they are sent to work during the day time. During the night they are forbidden to go out except with special permission and these orders are rarely infringed. The number of absconders is very small scarcely two per cent. and the cases of breaches of discipline are also surprisingly few. The reason for this lies in the fact that these tribes enjoyed considerable freedom although restricted to a particular area. Only a few have their settlement enclosed by a wall, others are allowed to stay in huts and houses suitated outside the walls. They live as they like and their religious and social customs are not interefered with in any way. They are moreover tenderly looked after and they verily look upon the Settlement Officer and his staff as their *Mabap*. Thus by a wise and sympathetic administration of the Criminal Tribes Act useful labour is evolved out of material which formerly consisted of professional coiners, cattle-lifters, thieves and petty pilferers.

2. After several experiments it is found an industrial settlement is the type most suitable for the regeneration of these tribesmen, and that agricultural settlements are not quite suitable owing to the fact that these people know nothing of agriculture, and also owing to the risk involved and the difficulty of finding suitable land. In Sholapur almost all the settlers find employment in spinning and weaving mills. The arrangement works admirably. Government have made over the management of the settlements to the American Marathi Mission under the general supervision of Rev. H. Strutton whom the mill authorities inform of their wants, and who sees to it that the men regularly attend work. Those who refuse to work are liable to imprisonment but the men are amenable to reason and persuasion, and it is seldom necessary to have recourse to the provisions of the law. Young boys are taught the work of masons and a few are taught carpentry also. The mill authorities are also anxious to avail themselves of the labour thus recruited for them and they give to Government a grant of annas 12 per mensem per each labourer from the Settlements provided he or she is not absent for more than four working days within the month.

3. In Bijapur there are no spinning and weaving mills but there are several ginning and pressing mills and the majority of the settlers find work in these mills. Several of them have been taught to work as masons others have been trained as carpenters, while a few have been enlisted as Police sepoys, forest guards and peons. Young boys and girls are generally half-timers.

4. Thus a settled income is ensured for each family and all of them seemed to appreciate very much the change from criminal to settled life. The children are also taught in schools established in the settlements and free medical aid is administered to them by the staff maintained for the purpose, Arrangements have been made to keep the surroundings clean, and inspectresses are employed to visit the huts and impress upon the women simple rules of sanitation and hygeine. Bathing and washing places are provided for the people. In Sholapur a bathing tank has been constructed for the little children and the water is changed daily.

5. A housing scheme on co-operative principles enables those who have deserved freedom from restraint to get sites of land outside the walls of the Settlement on which to put up their own houses or huts, with the aid of advances from Government to the extent of about 75 per cent. of the value of the house or hut. The advances are being repaid in small annual instalments. The average cost of such house is about Rs. 100 and the instalments are spread over an interval of about 10 years. The housing scheme undoubtedly gives a further incentive to the people to stick to the place and to take to settled life. Each family caters for itself from its own earnings. Some decrepits or orphans are however given doles of grain, etc., at the expense of Government.

6. As regards the cost of the management of these Settlements, the following figures show that the recurring expenditure in the Bijapur District works out at Rs. 13·8 per head and in Sholapur at Rs. 6·9 per head.

For Bijapur District.

	Rs.
Proportionate cost of the Central Supervising Staff	22,500
Executive Staff of the Settlement and their allowances	15,750
Miscellaneous expenditure	17,000
Educational do.	10,700
Pay of Police guards and their allowance	8,900
Total ..	74,850

The total population in the settlements being 5,400, this gives an average of Rs. 13·8 per head per annum.

For Sholapur.

	Rs.
Proportionate cost of Central Staff	3,750
Pay and allowance of Police guards	5,000
Grant to the American Mission for management and supervision charges	22,400
Total	31,150
Less capitation grant received from the mills for regular attendance of the labourers.	9,000
	22,150

The population of the settlements being 3,200, this gives an average of Rs. 6·9 per head per annum.

7. The reason why the cost of management of the settlement in Sholapur is nearly half the cost of management in the Bijapur district is that the concentration of a very large number of persons in a very large settlement enables the settlement work to be carried on with a minimum of staff. Moreover, the Mission arrangement is very economical. It would be impossible for Government to obtain a capable and reliable officer as manager on the salary of a missionary. Also this settlement is the only one in which part of the expense is borne by the mills in the form of a capitation grant.

8. As regards the initial and non-recurring expenditure, it consists in the acquisition of sites for huts, quarters for the staff, school buildings, drains, latrines, waterpipes, bathing places, etc. It is estimated that the non-recurring cost of a settlement for 1,000 persons (apart from their own housing) would be Rs 50,000 allowing nine per cent. for repairs, interest and depreciation, this gives Rs. 4·5 per head.

9. It seems to us that if similar settlements for able-bodied beggars are established in suitable places, such as Coorla, and if they are capably supervised as in Sholapur and Bijapur the results will be equally satisfactory. The cost will of course vary, as both land and labour are much dearer in Bombay, but even if an increase of 50 per cent. is allowed in the supervision charges the recurring expenses of managing a settlement of about 3,000 persons at a place like Coorla would be about Rs. 10 per head per annum, if the cost of central supervision is shared with other settlements in the Presidency, or about Rs. 15 per head if the cost is not shared by any other settlement. It may be stated here that settlements for beggars will not need so strong a police guard as the settlements for Criminal Tribes, for it would not be necessary to patrol the settlements closely at night. The cost of Police charges will be comparatively less. Further, primary education will soon become universal throughout the country and the item of cost of education of the children in the settlement would be eliminated.

10. We have consulted Messrs. Tata Sons and Company, the Agents of the Swadeshi Mills at Coorla, and are authorized by them to state that they will be agreeable to give employment to beggars on the same terms as they had agreed to employ men of the Criminal Tribes Settlement under Mr. Starte. The principal condition they make is that all men should be under the charge of an Official either of the Salvation Army, or any one else so that they could deal with that officer in the event of any complaint or aught else. There are two mills at Coorla which between them employ about 5,000 labourers, and if a settlement of beggars were started there, there would be ready employment for them.

APPENDIX No. 7.

Article on Leprosy in Bombay by Mr. T. S. Krishnamurti.

(Reprinted from the "Social Service Quarterly," Vol III, No. 4, April 1918.)

"Between the godliness and cleanliness of Benares there is a great gulf fixed," some one wrote a short time ago. The same might be said of Bombay, to some extent, with this modification, that, between the money-makingness and the cleanliness of Bombay, there is a great gulf fixed. Among many evils, there is one great evil prevalent in this city, which one would not expect to find in an advanced city. That is leprosy in the most advanced and loathsome stage and a number of pauper lepers wandering here, there and everywhere to the great danger of the health of the population. That the existence of this festering sore in the midst of this busy and crowded city has been almost completely overlooked, nobody can deny.

There is no excuse for any leprosy or any pauper lepers in Bombay, since it is a very rich and progressive city. One is accustomed to such sights in inland places like Benares and other crowded places of pilgrimage. It would even pass the wit of man how this disease can be kept off such pilgrim centres. But all new-comers must be extremely disappointed to see that Bombay is no better than Benares. There are pauper lepers begging for alms at almost all the big thoroughfares of the city. They are to be found in many narrow streets begging, clamouring, committing nuisances, and people passing by them without the least concern and occasionally throwing them a few pice, which they at once take to the nearest shop. They sit on the pavements of roads, day in and day out, spitting and expectorating. They flit from temple to temple on days of festival. Lepers with the most advanced sores may be seen sitting by tens and hundreds at the small gateway in Madhava Baug. They sit huddled together, spitting and committing nuisances, defiling the already dirty and stinking earth and air, and, poor fellows, rubbing off their "itching fingers" and limbs against the wall. Through such a gateway, hardly ten feet wide and with two rows of beggar lepers clamouring for alms, pass men and women and children, barefooted to the temples, and this in Bombay! The Madhava Baug is only a typical example of such appalling and insanitary sights which people pass by in an unconscionable manner. There are many other places where the lepers infest in great numbers in the city of Bombay. Bombay, as an island, is in an exceptionally fortunate position to control and check the disease; still the advantage has not been availed of.

According to the latest census report, there were 506 lepers in Bombay in 1911. The report says: "The increase in leprosy is in common with the general increase throughout the Presidency. It is not due to an increase of lepers detained in the Acworth Asylum at Matunga, which shows an actual decrease from 363 to 294 * * The incidence of leprosy in the population is 37 per cent. higher in the city than in the Presidency at large. There is, however, always a tendency for the infirm to collect in a wealthy city where private charity is largely dispensed. The Leper Act was extended to the Island of Bombay after the census was taken, so it is too early to secure results." The census authorities themselves confess that the figures regarding lepers cannot be correct, as the majority of those afflicted by this dread disease, except the street beggars, conceal it. For this reason and from what has been said above, and from the fact that the number of lepers must have increased since 1911, it will not be wrong to assume that Bombay must now be harbouring at least 1,000 or 1,200 lepers, one in every thousand of the population. This certainly is an appalling number. In this connection, it must be noted with regret that no reference to the control and segregation of lepers is made in the Annual Administration Report of the Health Officer. Whereas in Western countries, a great amount of attention is paid to this disease, and in England, with nearly a clean sheet and with only half a dozen imported cases, these were reported in the Local Government Board Report. Part of the responsibility for the apathy, of which this is only one illustration, lies with the people and part with the Government. The Leper Act was passed in 1898, but its provisions have not been availed of. It is almost a dead-letter and wherever it is applied it is done so in a most slovenly manner. The Leper Asylum at Matunga accommodates a few hundreds and nobody has bestowed a thought of what is to become of the rest. On the other hand, what is required to be done is that which has been so successfully done by almost all the civilized countries, that is, effective segregation, control, and State interference. In this both the public conscience and Governmental action have been in agreement in these countries. In India, both are lacking. In the whole of the United States, there are lepers estimated at from 500 to 2,500, compared to the not less than 1,000 in Bombay City and there are three State Leprosaria; still there was a determined and growing agitation for the establishment of a big National Leprosarium to house those who were not housed, and a Bill has been passed to provide a great national institution. Among the blessings which the United States of America has showered on the Philipines, one is the effort to stamp out this disease from the Islands. "The great majority of the lepers in the Philipine Islands were transferred to the Island of Culion without the use of force. * * * * In all more than 8,000 lepers were transferred to Culion, and so far as is known, every person in the Philipine Island who is afflicted with the disease has now been segregated. The

present status of the problem is in striking contrast with that of 1906, when lepers were encountered almost everywhere without any restrictions." In Japan also, the movement for segregation has taken firm hold. England and many of the colonies are some of the countries where this disease is almost absent, and even for the stray cases that occur, a generous expenditure of money is at once undertaken to root them out. In Germany, there are a few cases of leprosy in East Prussia due to contact with the backward Russia, and with characteristic Prussian thoroughness, they have segregated the lepers. Thus it will be seen that all these countries have realised that "everything done towards the segregation of the leper is one step towards the stamping out of the disease altogether."

In India alone, not much has been done except by the body of missionaries working under the Mission to Lepers. A great responsibility rests on the Government whose attitude has hitherto been listless. The Leper Act, as has already been said, is almost a dead-letter. It was a piece of inert, permissive legislation, empowering local Governments to establish asylums and to control the movements of lepers, of which they have not very much cared or felt impelled to take advantage. As for public opinion the less said the better, and no wonder the hands of the Government are not forced. In this connection, it may be of interest to recall that 30 years ago, in Bombay the leper problem had become as acute and dangerous as now. The Gazetteer of Bombay City and Island says: "Large numbers began to collect and ask for alms in the crowded portions of the city. One band in particular settled in 1889 around the Nakhoda Tank and were with difficulty dislodged. This circumstance in combination with pressure of public opinion induced Government in 1890 to issue a notification declaring 'Black Leprosy' an infectious disease, dangerous to life and ordered that all lepers should be sent to the Albless Asylum on Trombay Island. * * * * About this time, Sir Dinshaw Manekji Petit offered Government one lac of Rupees for the erection in Trombay Island of a new asylum. Meanwhile, public opinion had once again been aroused and the Municipal Commissioner determined to make some provision for the housing of lepers. Under his auspices a public subscription was raised.....Thus the Acworth Asylum at Matunga came into existence. The inmates of the asylum are thoroughly contented and have no desire to stray away from their very comfortable quarters."

Thus it will be clear that there is no use in spasmodic agitations and efforts. It is regrettable that during the recent discussion in the Bombay Legislative Council on the resolution of the Honourable Mr. Pheroze Sethna on the control of beggars in Bombay, very little mention was made of the leper-beggars and of the great menace to public health which they present. A committee has been appointed, as asked for by the Honourable Mr. Sethna, and it may be hoped that whatever it does or may not do in regard to the beggar problem in general, it will take firm and effective steps for the control of the pauper-lepers of Bombay. If Bombay moves in the matter, other parts of India will certainly follow. Humane segregation, medical care and kind sympathy could alone "alleviate the sufferings and brighten the lives of the most hopeless of human sufferers." We have known politicians saying that self-government shall be obtained within 20 years; the industrialists desiring to make this country industrially great in 30 years; but we have never known a sanitarian-official or non-official say, we shall save this land from leprosy in 20 years, plague in 30 years, and cholera in 40 years.

APPENDIX No. 8.

Note of Inspection by Messrs. V. J. Patel and N. D. Mehta of Anathashrams of Gujarat Cities.

I.—Nadiad Hindu Anathashram.

Preliminary.—We visited this institution on 19th instant. Through the courtesy of the Honorary Secretary, Mr. Batushanker Girdharlal Mehta we have been able to obtain an accurate idea of the inner working of this asylum, which on account of its admirable management, receives popular support from the charitably disposed people of Northern Gujarat.

Accommodation present and prospective.—The institution is situated near the Railway Station of Nadiad. The buildings in addition to the residential quarters for the poor orphans comprise a central office, library room, dispensary, guest-house, store-room, kitchen, etc., A new building called "Gokhle's Hall" has added to the accommodation of the institution. The Managers have also purchased a piece of land at a reasonable distance where they intend to locate the separate branches of the asylum. The Honorary Secretary told us that the institution could accommodate 300 orphans.

Classification of persons relieved.—The Anathashrama is intended for the following classes of the helpless Hindus:—

(1) Minors abandoned by parents openly or secretly or those whose parents or guardians are unable to maintain them.

(2) Infirm adults.

(3) Destitute widows or married women abandoned by their husbands on grounds other than sexual immorality.

The rules of reception provide sufficient check over the admission of idlers. There is provision for the segregation of persons suffering from loathsome or infectious disease, and medical help is given freely by medical practitioners of the town. A compounder attends the institution daily. The sanitary arrangements are satisfactory and water-supply is given freely by the adjacent Mill-Owners.

Financial position and its potentiality.—The Anathashram during the period of ten years has developed rapidly and its financial arrangement has great potentiality. The balance sheet for the year ending 31st July 1918 shows that in addition to the immoveable property of the value of Rs. 74,143, the institution has an invested balance of Rs. 64,937, and a cash balance of Rs. 296. During the last year the revenue amounted to Rs. 21,484. The balance of Rs. 9,662 at the end of the year was added to the general fund.

The expenditure under the heads of feeding, clothing and educating 100 orphans amounts to Rs. 8,360 or Rs. 7 per head per mensem.

Care of Infants.—In addition to matrons residing in the institution the Managers utilise the services of wet-nurses who rear up infants at their homes. After fortnightly or monthly weighing of the infants, and examination of the general tone of their health, the nurses are given bonus in addition to the fixed monthly remuneration.

Various modes of attracting donations.—The Managers have adopted various schemes for securing permanent endowments. The following are typical methods:—

(1) If a donor pays Rs. 200 a marble tablet of his endowment is affixed in the central building. The interest of this donation is utilised for feeding orphans on a particular anniversary day of the deceased relative or friend of the donor. The institution has realised Rs. 42,487 up to 31st July 1918 by this mode.

(2) Similarly a donation of Rs. 400 is utilised in constructing a room to be named after the donor with a suitable inscription at a conspicuous part of the room. Total realizations amount to Rs. 28,916.

(3) A donation of Rs. 25 is taken as substitute for a gift of a cow—sacred form of donation among orthodox Hindus—and the interest is utilised for the supply of milk to children. The aggregate realizations amount to Rs. 7,914.

(4) A donation of Rs. 1,000 gives the privilege of a patron; while a gift of Rs. 100 without any condition attached to it secures the status of a life-member.

Education.—Children of school-going age who are physically fit are sent to the Municipal and other schools. The Anathashram keeps minors till they attain majority. Weaving and sewing, etc., are taught on a moderate scale. There is a music class. Children are made to say prayers at prescribed hours.

Admission of depressed class children.—The most attractive feature of the institution is that the Managers admit orphans of the depressed classes without objection.

Future outline of development.—The Managers appear to have taken advice of Mr. Gandhi on 10th July 1918. The following changes in the method of management are being introduced:—

(1) The foundling box is stopped, but illegitimate infants are accepted for protection openly.

(2) The institution is to be divided in three sections:—

(*a*) Boys up to seven years of age;

(*b*) Girls;

(*c*) Infirms.

Each section should be self-supporting and fully equipped.

The number of girls at present is very limited (we found only two): the number of infirms too is at present limited. But a separate section for each of the three classes is a good ideal for the future.

The Managers intend to establish "Cottage-homes" for a group of children under one or two matrons. An atmosphere of artificial home is intended to be created in lieu of "Scattered homes" or "Barrack Schools".

Conclusion.—From our enquiry we have gathered that the Managers are willing to co-operate with Government in the matter of relief to the poor infirms and orphans of the Hindu Community even without a grant-in-aid. We are, therefore, of opinion that this institution may be recommended as one of the recognized infirmary or orphanage for Gujarat for reception orders by Magistrates in our contemplated enactment.

II.—Rao Saheb Mahipatram Anathashram and Orphanage at Ahmedabad.

Accommodation.—We paid a visit to this institution on 20th instant. With the help of the local officers of the institution and courtesy of Rao Bahadur Ramanbhai Mahipatram Nilkanth, we have found that this institution will absorb about 200 more orphans in case the adjacent

area now in the occupation of the Ahmedabad Municipality, is transferred to the institution; there is a large open space on the other side of the main-road. If the Municipality obtain this piece from Government for their present open store-yard, and transfer the adjacent site to the Anathashram, adequate provision can be made.

Classification of inmates.—The institution maintains at present 178 orphans, infirms, etc. The following is the classification of the inmates:—

Infants.—69 under the care of wet-nurses residing outside the orphanage.

Minors (between 5 to 18)	.. 68	
Adults—		
Widows	.. 21	
Males	.. 5	(physical fit).
Infirms	.. 15	
Total	.. 178	

Financial condition.—The orphanage has got an invested capital of Rs. 43,000 as per balance sheet for the year ending 31st December 1917. Its revenue in 1917 amounted to Rs. 18,642 while its expenditure amounted to Rs. 15,228. The balance of Rs. 3,414 was transferred to the General Fund. The recurring fixed revenue is of Rs. 9,257; while fluctuating items yielded Rs. 9,391 in 1917.

Special features.—The special feature of this institution is that it maintains 31 girls, and a large number of widows who resort to the institution for childbirths to avoid social stigma. The mortality among children is heavy partly because foundlings are received in abandoned and diseased condition and partly because the private care is virtually nil.

Conclusion.—If the branch of widows seeking relief be seperated from the branches of orphans proper and infirms, and if the buildings are extended on the lines suggested, this Anathashram will be a good centre for relief to the decrepit and orphans both Hindus and Mahomedans.

III.—Broach Hindu Anathashrams.

This is a small institution for Hindu Orphans situated in a building which is sufficient for its present needs. We paid a visit to this institution on 22nd instant.

The maximum accommodation is for about 30 orphans. According to the last administration report for the year ending 31st December 1917 the total number of orphans was 29. There is scope for extension inasmuch as there is a large vacant building plot on a higher level on the Narbada. The Managers have purchased a small portion thereof from a private owner; and if their funds permit they intend to apply for the vacant Government plot in close proximity. At present the institution is more or less a boarding house. One orphan passed the Vernacular Final examination and went up to the Ahmedabad Training College for training as a teacher. There was no girl. The boys appeared well taken care of.

The invested balance (exclusive of a loss of Rs. 741 in the defunct Specie Bank) amounts to Rs. 15,979. The recurring revenue amounts to Rs. 1,944; while fluctuating income from gifts, etc., amounts to Rs. 2,435. The expenditure is of Rs. 2,391 per annum.

The Managers are willing to get this institution recognized for admission of orphans, provided their finances permit or provided the requisite grant-in-aid is given.

IV. (a) The Surat Parsi Orphanage.

This is one of the best managed institutions of the forward community of Parsi. We append a copy of the rules and regulations of the institution for the information of the committee. As the institution is self-supporting and the Parsi Community looks after the well-being of its orphans and infirms without depending upon any State aid, we have no special remarks to offer.

(b) The Surat Mahajan Anath Balashrama.

Through the courtesy of Rao Bahadur Thakorram Kapilram and other office bearers of the institution, we saw the inner working of this institution which maintains at present 81 orphans of Hindu Community. Infants are handed over to wet-nurses, and appear to be well looked after. There is a small library attached to the institution. Children are taught Carpething, embroidery, drawing, music, etc. In fact industrial and fine art education is combined on a modest scale.

Both boys and girls are admitted, and some of them have married and established independent homes and earn a living by embroidery work, for which Surat is well known, under the auspices of the institution. The workmen are not obliged to advance money to secure the work of embroidery. The requisite wire and tinsel are obtained on the credit of the institution without an advance.

The chief want of the institution is an independent site of its own. At present the institution is located in a hired building and compound, but the Managers are not able to secure the premises by private nigotiation at a reasonable bargain. We are of opinion that the institution requires full support from Government and the local authority in securing a decent site.

The institution receives a small grant for primary education and commercial class. It deserves to be recognised as Hindu orphanage.

(c) *The Lady Willingdon Infirmary at Surat.*

This is the only Infirmary in Gujarat which on account of its being associated with the august name of Lady Willingdon should have received better financial help from Government or local authority. Dr. D. J. Edal Behram is not only the founder but the sustainer of the institution. The maximum number of infirms who could be accommodated in the present institution is 125 while the actual number of inmates is 85 at present. The institution combines a hospital, and a home for infirms. A segregation ward for persons suffering from infectious diseases has been set apart. There is a dispensary for outdoor infirms attached to the institution. The average number of out-door patients is 80.

There is no permanent endowment fund, and the institution appears to be managed out of fluctuating revenue. We have received a copy of the report for two and half years ending 30th June 1916. The then closing balance was 3,486. The present position, we fear, is not encouraging.

There is scope for extension of the institution by purchase of adjacent fields, but no improvement is possible unless Government recognize it as an infirmary of the type recommended for establishment in the last meeting of our committee.

General Remarks.

The inspection of these institutions of Gujrat Cities enables us to make the following suggestions for the consideration of the committee:—

(1) The springs of charity in Gujarat are not dried up. If Government take a sympathetic attitude, the existing institutions can be developed as grant-in-aid institutions for the absorbtion of orphans, and the helpless class of professional beggars to be turned back from vagrancy on public streets of large towns of Gujarat.

(2) The Surat Lady Willingdon Infirmary which is unique, should be developed as a State-aided institution, and a small settlement for exacting some work from those who are not permanently disabled should be established lest the infirmary may turn into a house of idlers.

(3) In the proposed enactment or rules thereunder those and similarly managed institutions should be recognized as orphanages Poor homes or infirmaries, as the case may be, for the purpose of admission orders by Magistrates before whom professional beggars may be brought up from public streets or public places.

(4) They should be given financial help by the State and local authorities on joint principles of responsibility enunciated in our last meeting both in initial and recurring expenditure before starting altogether new institutions under Government management.

(Signed) V. J. PATEL.
(Signed) N. D. MEHTA.

Accompaniments.

1. Rules and Regulations of the Nadiad Hindu Anathashram.
2. Annual Report of the Nadiad Hindu Anathashram for the year ended 31st July 1917.
3. Leaflet issued by the Nadiad Anathashram—what kinds of orphanages are desirable.
4. Balance sheet and abstract of accounts of the Nadiad Anathashram for the year ending 31st July 1918.
5. Administration Report of Rao Saheb Mahipatram Rupram Anathashram of Ahmedabad for 1916.
6. Rules of managements of the said institution.
7. Abstract of accounts and balance sheet of the said institution for 1917.
8. Broach Hindu Anathashram report for 1917.
9. A copy of rules and regulations of the Surat Parsi Orphanage.
10. A copy of the short account of the Mahajan Home for Destitute Children, Surat.
11. Report of the said institution for the years 1911-1914.
12. Report of the Lady Willingdon Infirmary for two and half years ending 30th June 1916.

APPENDIX No. 9.

Statement showing some of the orphanages for Hindu and Mahomedan orphans and for orphans of all castes and creeds in the Bombay Presidency except orphanages maintained and managed by Christian Missions.

Name of the Orphanage.	Brief particulars.
Bombay.	
Hindu Orphanages.	
1. Lady Northcote Orphanage, Chinchpokli, Parel Road, Bombay. (Mr. Ruttonsee Mulji and Rao Bahadur Keshavji Nathu Sailor, Honorary Secretaries.)	This Institution was started during the famine of 1900 with the object of giving relief to the famine-stricken Hindu orphans by providing them with board and lodging and imparting to them such education as would enable them to earn an honest livelihood when they grew up. It is open to Hindu boys and girls of all castes under 13 and 10 years of age respectively except Mahars and other low castes. There are three schools maintained on the premises—two for boys (one primary and one Anglo-Vernacular) and one (primary) for girls. The Anglo-Vernacular School teaches upto Standard IV, after which boys attend high schools in the city. Girls receive elementary education in Vernacular and are taught knitting, embroidery, cooking and ordinary household work. Industrial training for boys is provided in a Printing Press maintained in connection with the orphanage and in hosiery and tailoring classes on the premises. Boys and girls are discharged from the institution on reaching the age of 20 and 14 years respectively. At the end of 1915 there were 185 boys and 13 girls in the orphanage. The permanent and general funds of the orphanage amounted to Rs. 4,63,579 at the end of 1915. The expenditure during that year (including value of gifts in kind utilized) amounted to Rs. 21,400 which shows a monthly average of Rs. 9-9-2 per head. The funds are vested in Trustees and the institution is managed by a Committee elected by them every year.
2. Madhavji Jesing, Amarsi Canji and Maganlal Himatram Barfivala Halai Lohana Balashram (Orphanage), Kandewadi, Bombay. (Mr. Madhavji Jesang, Managing Trustee.)	The orphanage feeds, clothes and educates destitute boys and the Halai Lohana Community. About 60 boys can be accommodated in the Institution. They attend schools in the city and receive education up to the matriculation standard at the expense of the orphanage. The endowment fund amounts to Rs. 1,10,995 from the interest on which and from donations received from the members of the community the institution is maintained. Last year the income amounted to Rs. 9,483 against an expenditure of Rs. 7,752. The present number of boys in the orphanage is 56. It is managed by a Board of Trustees and a Committee.
3. Ranchhoddas Chatarbhuj Cutchi Lohana Orphanage, Kandewadi, Girgaum, Bombay. (Mr. Oodhavji Tulsidas, Superintendent.)	Although this institution was established in 1902 to maintain and educate orphan boys and sons of poor parents of the Cutchi Lohana Community, in special cases boys of different Gujarati Lohana sects are admitted. Accommodation is available for 100 boys but owing to pressing demands the Managers are obliged to increase the number to 110 and applications have to be refused for want of accommodation. The boys of the orphanage attend schools in Bombay. The annual income of the institution, which is managed by a Board of Trustees, amounts to about Rs. 15,000, which is derived from rents of properties purchased from reserve funds, and from contributions from rich persons of the community. The expenditure amounts to Rs. 18,000 a year and the deficit of Rs. 3,000 is made good from the trust funds.

Mahomedan Orphanages.

4. Haji Jackeria Haji Ahmed Patel's Mahomedan Orphanage, 197, Dontad Street, Bombay. (Mrs. M. Sharfuddin, Principal.)	The orphanage was founded in 1897 by Haji Jackeria Haji Ahmed Patel who gave an endowment of rupees two lakhs for its maintenance. Admission to the institution is restricted to Mahomedan orphan boys. Accommodation is provided for about 80 and the present number on the rolls is 74. Education in Vernacular and elementary education in English is given in the orphanage itself and for higher standards the boys attend the Anjuman-i-Islam School in Bombay or the Reay Art Workshops. The institution is maintained from the rent on property purchased for Rs. 1,25,000 from the endowment fund and from interest on Government securities and cash amounting to about Rs. 75,000 belonging to the orphanage, which is managed by a Board of Trustees who are members of the Cutchi Memon caste. The annual expenditure amounts to about Rs. 12,000.
5. Abdulla Haji Daud Bowla Musalman Girls' Orphanage, Chinchpokli Road, Bombay. (Mr. F. A. M. H. Vincent, Managing Trustee.)	The aims and object of the institution are to give shelter and protection, board and lodging, clothing and education to poor and destitute, friendless and homeless female children and female waifs of the Mahomedan community. The Commissioner of Police, Bombay, is the managing Trustee. There were 64 girls in the orphanage on 31st March 1917. The institution is maintained from the interest on the endowment fund (Rs. 3,43,000), from cash subscriptions and donations and from gifts in kind. The income in 1916-17 amounted to Rs. 16,405 against an expenditure of Rs. 14,292 leaving a surplus of Rs. 2,176. The present hired quarters at Chinchpokli are not sufficient for the ever-growing needs of the Institution and the want of a suitable building is greatly felt.
6. Bai Jenabai Charitable Trust Orphanage, Tatanpura Street, Bombay. (Mr. Mahomed Hassam Banatwala, Joint Managing Trustee.)	The Trust was created in 1909 from the property left by the late Bai Jenabai, daughter of Fazulbhoy Habibbhoy. The major portion of the income of the trust is, in accordance with the scheme sanctioned by the High Court, "applied in providing *khichdi* (*i.e.* cooked rice and dall &c.) for the poor helpless and indigent *Fakirs* (*i.e.* poor helpless and indigent persons professing the Mahomedan religion) in Bombay," either daily or on particular days of the month as the state of the funds permit and in housing and feeding poor children, males as well as females, professing the Mahomedan religion with a view to enable them to attend schools and receive education to make them earn their livelihood. At present accommodation is provided for 50 boys who are sent to Khoja Khanmahomedbhai Habibbhai Charitable School which is near the orphanage. The institution is managed by a Board of Trustees. Last year the income of the Trust amounted to Rs. 13,132 and the expenditure to Rs. 29,508 of which Rs. 7,386 was spent on the orphanage and the remainder on feeding *fakirs* in accordance with the scheme above referred to.
7. The Currim Ebrahim Khoja Orphanage, Doongri Street, Bombay. (Mr. Mahomedbhoy Currimbhoy, Honorary Secretary.)	This institution was founded by Sir Currimbhoy Ebrahim, Bart., with the object of maintaining, educating and finding employment for orphan boys of the Khoja community. Poor boys who have lost one of their parents and boys of parents unable to maintain them are also admitted into the institution. The founder gave an endowment of Rs. 1,01,000 in addition to which the orphanage received donations from members of the Khoja community which up to the end of 1916 amounted to Rs. 1,08,902. The institution holds invested funds amounting to Rs. 1,35,510 and properties valued at Rs. 73,303. In 1916 the income amounted to Rs. 10,376 against an expenditure of Rs. 9,287. The

boys attend schools or colleges in the city and are discharged from the institution on attaining the age of 18. The number on the rolls on 31st December 1916 was 87. There is a managing Committee for the institution.

8. Seth Dhunjibhoy Karmally Orphanage, Samuel Street, Bombay. (Mr. Mahomed Jaffer Ramjanally, Managing Trustee.) — Orphan boys of the Khoja community only are admitted to this institution. Accommodation is provided for 40 orphans and only primary education is given. The number of orphans at present maintained in the institution is 36. The sources of income are rent of a property and interest on Government Promissory Notes which last year aggregated Rs. 10,178, while the expenditure amounted to Rs. 5,937 only. The institution is managed by a Board of Trustees.

9. Ludhabhoy Ebrahim Orphanage, Dongri Street, Bombay. (Mr. Goolamhussein Ludhabhoy, Honorary Secretary.) — The orphanage maintains 10 orphan boys of the Khoja community to whom education is given up to the matriculation standard to enable them to earn an honest living. The income from invested funds belonging to the institution amounts to Rs. 2,500 a year which balances to the expenditure.

10. Madressa Hashamia, Jackeria Masjid, Bombay. (Mr. Goolamhusein Haji Hasham Noorani, Manager.) — This institution was founded by Haji Hasham Abdulla Noorani about 40 years ago to impart Islami religious education and elementary secular education in English and Gujarati to poor Mahomedan youths of the Sunni sect. About 60 students are accommodated on the premises free of all charges, and 100 to 125 poor day scholars attend the school as free students. The 60 boarders include Sunni Mahomedan orphan boys. The expenditure is met from funds set apart by the donor whose son, Mr. Goolamhusein Haji Hasham Noorani, manages the institution.

11. Poor Sunni Musalman Students' Home, Jackeria Musjid Street, Bombay. (Mr. Ali Mahomed Munshi, Superintendent.) — The Home is intended for Sunni Musalman orphans and students whose parents are too poor to give them higher education. About 30 boys can be accommodated in the Home, the present number being 20 among whom 7 are orphans. They are sent for education to different high schools in the city.. The annual income amounts to about Rs. 2,280 while the expenditure amounts to about Rs. 4,000, the deficit being paid by the manager, Haji Yusuf Haji Ismail Sobani, from his own pocket.

Orphanages for all castes and creeds.

12. American Mission School for the Blind, Mazagon, Bombay. (Miss Anna L. Millard, Superintendent.) — The object of the school is to rescue the blind from a life of enforced beggary and to train them for a life of useful and happy occupation and self-support, if possible. It is open to all castes and creeds. About 60 children can be provided for and the present number is 54. The education given is adaptable to the needs of the pupils. Those who are able to study do so, while those with less ability are helped to learn at least one thing well. All are taught cane work and much is made of music as an occupation and a business by which they may earn a living. The expenditure which amounts to about Rs. 11,000 a year, is met from voluntary subscriptions and donations and from the grant of Rs. 2,000 for the reading department, which is annually made by Government, who also pay a grant, which is not fixed, for the industrial department. The school is conducted by the American Marathi Mission which contributes nothing towards its cost except the services of Miss A. L. Millard as Superintendent. The rented quarters for the institution are quite inadequate for its needs and a project for a new building has been made for which Government have already granted a site at Parel at a nominal rent and also promised a building grant.

13. Victoria Memorial School for the Blind, Tardeo, Bombay. (Mr. J. B Petit, Honorary Secretary.) — The school imparts general elementary instruction in the three R's with object lessons, etc., and teaches handicrafts such as cane and bamboo work, tailoring, tape-weaving, bidee-making and also music both local and instru-

mental, the object being to ameliorate the condition of the blind and to find them a home with free boarding till the students leave the school. Blind boys of all castes and creeds, except untouchables, between the ages of 7 and 20 are admitted. Accommodation is provided for 50 boarders, the present number being 34. The income last year amounted to Rs. 11,000 and the expenditure to Rs. 11,692. The school is aided by Government and the Bombay Municipality, their grants in 1917 being respectively Rs. 1,500 and Rs. 2,500.

14. Haji Ismail Agboatwala's Orphanage at Nahva in the Bombay Harbour.

This institution has been founded by Sir Mahomed Yousuf Sowdagar, Kt. It is intended for marine training of orphans and boys of native seamen irrespective of caste and creed, but has made no progress in that direction. Accommodation is available for 250 boys, the number on the rolls at present being 65. Elementary education in Marathi, Urdu and English is given. The whole cost of the institution, which is in charge of a Christian graduate as Superintendent, is borne by Sir Mahomed Yousuf Sowdagar.

Surat.

Hindu Orphanage.

15. Mahajan Anath Balashram (Mahajan Home for destitute children), Rampura, Surat. (Mr. Thakorram Kapilram, Joint Honorary Secretary.)

This orphanage was established during the famine of 1900. Orphans and destitute children up to 14 years of age of all castes of Hindus except untouchables are admitted. Besides instruction in three R's industrial training in carpet-weaving, hand-loom weaving and durree weaving is given. Boys are also taught practical agriculture and gardening. Girls are taught embroidery, cooking and domestic management. Some of the boys are sent to the Ahmedabad male training College to qualify as teachers. Boys and girls are discharged when they have received sufficient training to earn their livelihood and have reached an age when they can take care of themselves.

It is proposed to start a village settlement for discharged boys and girls. About 100 children can be accommodated in the hired building in which the orphanage is located, but the managers are prepared to provide for as many more as could be received. At present there are 78 children in the Home. The financial condition of the institution is not very satisfactory. The permanent invested fund amounts to Rs. 8,500 yielding an annual income of about Rs. 350 only, and the institution has to depend for its maintenance on cash donations and gifts of grain, food-stuffs, etc., from the public. The agents of the institution travel to the village of the Surat District to influence and collect donations and gifts. For the year ending 31st March 1918 the receipts amounted to Rs. 7,342 and the expenditure to Rs. 6,103. The institution has been registered under Act XXI of 1860 and is managed by a Committee.

Nadiad.

Hindu Orphanage.

16. Hindu Anathashram (Orphanage), Nadiad. (Parikh Trikamlal Sankalchand, Honorary Secretary.)

At a public meeting held at Nadiad on 15th March 1908 under the chairmanship of Rao Bahadur Gopalrao Viharidas Desai it was resolved to start an orphanage for the Kaira District. Funds were collected and the foundation of the institution was laid on 8th April 1908. It is managed by a Committee appointed by the Anathashram Society consisting of patrons paying a lump donation of not less than Rs. 1,000, life members paying a lump donation of Rs. 100 and ordinary members paying an annual contribution of Rs. 5. A donor who gives Rs. 200 in lump gets his name perpetuated by a dinner being given on a particular day in the year to orphans from the interest of the amount. At the end of August

1916 there were 107 such donors, the aggregate amount given by them being Rs. 5,486. Foundlings, orphans and children of parents unable to support them are admitted into the institution which is open to all classes of the Hindu community. The maximum age for admission is 16 years and all orphans have to leave the institution on attaining the age of 18. Accommodation is available for 150 orphans of both sexes, the present number being 104. The children attend schools in Nadiad and arrangements have been made for teaching them tailoring, painting, photography, agriculture and singing in the ophanage. The income for the last year amounted to Rs. 34,524 of which only a sum of Rs. 2,000 was derived from fees, interest, rent, etc., and the remainder was received as charity. The expenditure amounted to Rs. 28,789. The cash and invested balance (including value of land, etc.) to the credit of the institution amounted to Rs. 43,838 on 31st July 1916.

Broach.

17. Broach Hindu Orphanage (Anathashram), Broach. (Mr. Chimanlal Himatram Thakore and Mr. Chunilal Maneklal Master, Honorary Secretaries.)

Hindu orphan boys and girls of all castes (except Mahars and Bhangis) and children of poor parents unable to support them are admitted into this Anathashram, which was opened ten years ago. There is a Sabha or Society called "Shri Bhragupur Hindu Anathashram Society" in connection with the orphanage the members of which pay annual subscriptions towards the expenses of the institution, which is managed by a Committee elected by the Sabha. Although the orphanage is open to girls, there was not a single girl among the 29 orphans on the rolls on the 31st December 1917. The boys in the institution do not receive any industrial training except book-binding and attend schools in the Broach City. The income from subscriptions, donations and interest on the invested funds (Rs. 15,200) amounted in 1917 to Rs. 4,379 against an expenditure of Rs. 2,391. The want of a suitable building for the orphanage and an industrial school in connection with it is greatly felt.

Ahmedabad.

18. The Gujarat Vaishya Sabha Orphanage, Ahmedabad. (Mr. Girdharlal Uttamram and Mr. Chunilal Kalidas Mehta, Honorary Secretaries.)

This orphanage was founded in 1904 by the Gujarat Vaishya Sabha which is a registered Society under Act XXI of 1860. Admission is restricted to boys of the Vaishnav Bania caste only. Accommodation is provided for about 100 and at present 98 boys are boarded and lodged in the institution. For education they attend schools or college in the Ahmedabad City. The total income which generally suffices for the expenditure varying from Rs. 6,000 to Rs. 7,500 per year is received from the following sources:—Rs. 5,000 from the interest on the permanent fund, Rs. 500 fees from members of the society, Rs. 2,000 gifts from charitably disposed persons.

Orphanage open to all castes and creeds.

19. Rao Saheb Mahipatram Rupram Nilkanth Anathashram and Orphanage, Ahmedabad. (Rao Bahadur Ramanbhai M. Nilkanth, Honorary Secretary.)

This institution which was founded in 1892 gives shelter to and maintains destitutes, physically unfit persons, orphans and foundlings irrespective of caste, creed or community. The total number in the institution at the end of 1916 was 139, of whom 21 were blind men and women, 32 orphans and 86 foundlings. 23 boys and girls were learning in vernacular schools and 2 in Anglo-Vernacular Schools. No industrial training is given in the orphanage except to blind boys and girls who are taught cane work and sewing. Arrangements are made in local mills to give facilities to those who show a liking to learn mill work. The income in 1916 (including donations in cash, Rs. 5,137, and gifts in kind, Rs. 1,869) amounted to Rs. 16,839 against an expenditure of

Rs. 12,336 showing a surplus of Rs. 4,503. The invested funds amount to Rs. 1,38,487 besides which lands and buildings of the value of Rs. 32,275 belonging to the institution, which is managed by a Committee.

Poona.

Mahomedan Orphanage.

20. Tyabbia Orphanage, Poona. (Haji Eisa Haji Oosman, Managing Trustee, Club Road, Bombay.)

This orphanage is for Mahomedan orphan boys and sons of poor Mahomedans. Accommodation is available for 75, but for want of funds only 63 boys are at present lodged, educated and maintained in the institution which is managed by a Board of Trustees. There is primary school attached to the orphanage called the Haji Sale Mahomed Haji Oosman School where education is given up to the 4th Vernacular Standard. Thereafter the boys of the orphanage attend schools of higher grade in Poona. The funds and property of orphanage yield an income of Rs. 4,800 per annum ; but the yearly expenditure amounts to about Rs. 7,000 and the deficit is made good by the Trustees from their own pockets. Government have promised a building grant of Rs. 22,000 for the orphanage.

Sholapur.

Hindu Orphanages.

21. Laxmidas Khimji Orphanage (Anathashram), Barsi. (Mr. Shivji Murarji and Raghunath Shevkaran, Honorary Secretaries.)

The orphanage was started with a few children rendered orphans by plague which broke out at Barsi in 1902. It is named after the late Mr. Laxmidas Khimji, a Bhatia merchant of Bombay, as his son and some of his relations gave a donation of Rs. 4,000 in 1903 for the upkeep of the institution. A building to accommodate 50 orphans was gifted by another Bhatia merchant of Bombay in 1905. Hindu boys and girls of all castes except untouchables are admitted into the orphanage, the number on the rolls on 31st March 1917 being 19. The inmates receive elementary education and arrangements are made for teaching sewing in the tailors' shops in the town and for giving some of the boys some industrial training in the ginning factories in the town. The orphanage is managed by a Committee and is maintained from the interest on the endowment fund of Rs. 7,352, from donations received chiefly from some of the Bhatia merchants of Bombay having business relations at Barsi, and from annual grants made by the ginning factories in that town, which have agreed to contribute towards the expenses of the institution at the rate of six pies for every bale of cotton ginned in the factories.

22. Pandharpur Orphanage, Pandharpur. (Mr. L. B. Vaidya, Superintendent ; Mr. G. B. Trivedi, Honorary Secretary, Bombay Prarthana Samaj, Girgaum.)

This institution which is open to all communities irrespective of caste or creed, was founded during the famine of 1876-1877 and owes its existence to the efforts of the late Rao Bahadur Lalshankar Umiashankar Trivedi, who was also the founder of the Foundling Asylum at Pandharpur in 1875 of which the orphanage is an adjunct. Both the institutions are now managed by the Bombay Prarthana Samaj and there is a local Committee to advise and help the Superintendent of the institutions. Boys and girls are taught together in the orphanage up to the third vernacular standard and for industrial training boys attend the Pandharpur Industrial School, which is close to the orphanage. Boys are discharged on attaining the age of 16 and girls are kept in the orphanage until they get married or until they are able to earn a living. The average annual expenditure amounts to Rs. 4,000, while the permanent fund yields a yearly income of Rs. 1,470 only. For the deficit the institution has to depend on public charity. The present number in the orphanage is 30 and there is not much accommodation for more.

West Khandesh.

Orphanages of all castes and creeds.

23. Dhulia Victoria Orphanage. (Mr. Balkrishna Govind Joshi and Mr. Bhaskar Vaman Bhat, Honorary Secretaries.) The orphanage is open to boys and girls of all castes and creeds. It was established during the famine of 1900. The late Mr. Dadabhoy Dubash gave his bungalow at Dhulia as a gift for housing the orphanage which for some time was maintained at the expense of the then District Judge, Mr. Dayaram Gidumal. The institution in which accommodation is available for about 100 orphans, is now managed by a charitable Society registered unde Act XXI of 1860. Its financial condition is not satisfactory. The yearly income amounts to Rs. 2,000 while the expenditure amounts to Rs. 3,000 per annum and the deficit of Rs. 1,000 is made good by the sale of securities belonging to the endowment fund of the institution, which has thereby been reduced from Rs. 18,000 to Rs. 7,500. The District Local Boards of East and West Khandesh and the Dhulia Municipality each give a grant of Rs. 300 per annum to the orphanage.

Karachi.

Hindu Orphanages.

24. Seth Jasraj Valji Lohana Orphanage and Boarding House, Karachi. (Mr. Ramji Manji Vadera, Honorary Secretary.) Mr. Jasraj Valji gave a donation of Rs. 11,111 for starting an orphanage and boarding house at Karachi bearing his name in perpetuity for giving free education and boarding to male orphans or male destitute children of the Lohana community. Further donations were received from certain members of the community and the institution was opened in 1910. Thirty boys could be provided in the orphanage, the number at present being 21. They go for schooling to the different Government or registered schools in Karachi. The annual expenditure amounts to about Rs. 3,000 which is partly met from interest on the permanent endowment fund and partly from donations received from members of the Lohana community and others. The funds are administered by trustees and the institution is managed by a committee.

25. Shri Laxmibai Lohana Orphanage, Karachi. (Mr. Jadavji P. Thakar, Secretary.) Admission is restricted to boys of the Lohana community especially orphans. Accommodation is available for 25 boys and the present number on the rolls is 24. For education the boys attend schools in Karachi. The annual expenditure amounts to about Rs. 3,000 which is met from the interest on the permanent fund of the institution and from donations. There is a managing committee for the orphanage.

Sukkur.

26. Cutchi Lohana Orphanage, Karachi. (Mr. Karamsi Pershotam Dossa, Joint Honorary Secretary.) This orphanage is managed by the Shri Cutchi Lohana Vadya Vardhak Mandal of Karachi. It was founded in 1912 to maintain and educate Cutchi male orphans and can accommodate 25 boys to whom primary education up to vernacular standard IV is imparted in the Mandal's primary school. For secondary education they attend the Karachi High School. There is no endowment Fund of the orphanage which is maintained from monthly or yearly donations from the members of the Cutchi Lohana community and other sympathisers, the annual expenditure being Rs. 2,500.

27. Khalsa Orphanage, Shikarpur. (Mr. Sapuransingh, Manager.) This is a Sikh institution managed by a committee elected by the Sind Beluchistan Sub-committee of the Chief Khalsa Dewan of Amritsar, which is a registered body under Act XXI of 1860. Only Sikh orphans are admitted and Gurmukhi and English education is given. The orphanage can accommodate 25 boys, the present number being 14. The expenses are met from donations received from well-to-do Sikhs and others.

APPENDIX No. 10.

NOTE BY RAO BAHADUR THAKORRAM KAPILRAM, HONORARY SECRETARY OF THE HINDU MAHAJAN BALASHRAM, SURAT, SUGGESTING THE LINES ON WHICH THE INSTITUTION COULD BE DEVELOPED.

When Honourable Mr. Patel and Mr. Narmadashankar visited the Hindu Home for the Destitute Children, on the 23rd ultimo, I was asked by them to submit a short note on the lines on which development of the institution would take place to the benefit of the public, should Government be asked to give greater help.

The Government is at present helping the institution by a grant in its primary classes for boys and girls and in its industrial side. The former is assessed by the Educational Department on recommendation of the Deputy Educational Inspector of the District and the latter by the Committee of Direction.

Formerly the grant for the latter was also assessed by the Educational Department and then we used to get from eight hundred to a thousand rupees. Under the Committee of Direction, we are getting less when we ought to be getting more.

The Institution was founded in 1900 during the Great Gujarat Famine. It stepped in at a juncture when the Government had decided to close poor-houses opened in the Mandvi Taluka and Ankleshwar Taluka. Since then it has gone on receiving destitute and parentless children from all parts of the country. The original scheme with which the Orphanage was started was not to turn up a class of menials but education and industry should both be taught, in order that the inmates may go out into the world fully fitted for the battle of life. The other idea was to work on co-operative principle by the Institution getting work for the inmates, materials for production, the necessary mechanism, in lieu of which after deducting the cost of the product of the loom, the profits on the job may be divided on a certain ratio between the past inmates, who supplied the labour, and the Institution.

A third idea was that of a colony. To acquire a large tract of land, where the grown-up inmates would be drafted, where cottages could be erected for their habitation and large plots plotted out amongst them for agricultural pursuits and also to run side by side and especially in non-agricultural seasons, small cottage industries. In prosecution of this aim, the boys and girls were taught some industry like the Zic work and also carpet weaving on looms. They were encouraged to marry among themselves as they wished and to take residence in the quarters set up in the compound in memory of the first Secretary the late Mr. Hardevram Nanabhai Haridas by the Members of his family. Search was made to get land for colonization on cheap terms but we have not as yet succeeded.

Carpentry teaching we have tried but on account of its costliness we had to give it up. It is well known that carpenters nowadays get good wages.

Our wants are a building with spacious land surrounding it belonging to the Institution.

If the grants on liberal scale be given for each Industry that is introduced and taught, we could introduce carpentry classes, Agricultural classes, hosiery, kitch gardening, cloth weaving and the like. This can be developed in the school and class of people coming to the Institution can be raised to a better social status intellectually and morally.

We would be prepared to relax the terms of admission so as to make the Institution a Home for the children of paupers; nay more; we can extend the usefulness of the Institution by taking the infirm, the aged and the feeble who for want of any institution take to beggary in public streets. Suitable work can be found for such people. For compulsory location of such people who scandalize the public by an open and unabashed exhibition of their poverty, powers should be taken by statutory provision in the District Police Act.

In that our Institution can serve to help the solution of public beggary problem and can be made to fit in with the general economy of the body politic.

We shall thus be equipping soldiers for the battle of life in one of the section and in the other giving shelter to soldiers who have retired from the battles of life and are no longer fit to wage it.

11th January 1919.

(Signed) THAKORRAM KAPILRAM,
Honorary Secretary, Hindu Orphanage.

APPENDIX No. 11.

CHILD PROTECTION: LECTURE DELIVERED ON THE 23RD OCTOBER 1915 UNDER THE AUSPICES OF THE SOCIAL SERVICE LEAGUE, BOMBAY, BY R. P. MASANI, M.A.

My only excuse for appearing before you this evening is that I feel very strongly that a great social wrong has been for years clamouring for redress and yet remains unredressed. It is heart-rending to see numerous children of this progressive city wantonly deprived of their birth-right and mercilessly neglected or ill-treated. There is not a single organization to protect

them. There is none to speak on behalf of them. In the hope, therefore, that I may be able to arouse a little interest in the matter I have cheerfully accepted the invitation of the Social Service League to address you this evening.

Budding Graduates in Criminality.

For the interest that I have been taking in this subject ever since I was a boy I am indebted to two little beggar boys. When I was a pupil of the Elphinstone College, these lads used to meet me almost daily on my way to the college, both about 8 years old, one of them altogether blind, and the other his guide, a particularly smart and fascinating little fellow. I used to put in their hands whatever little piece of copper I could then command and we became such friends that they used to look me up at my house or at the college gymkhana if they missed me at the usual spot. One evening when I was sitting outside the gymkhana, I saw two little lads chasing and assaulting each other in the maidan opposite. It seemed to me they were the same beggar boys and going nearer to my surprise I found that my sightless friend had recovered his vision. Before, however, I could get any explanation of the miracle, as soon as his eyes caught mine, he bolted.

The idea of having been duped so long by those urchins was by no means exhilarating, but more depressing still was the reflection that long before I could complete my college studies and take my degrees, those two lads would emerge from the streets full-fledged graduates in criminality and masters of that art. It seemed a riddle to me then why our Government had not tackled the question of the paupers and their children just as other civilized countries had done. Twenty years have since rolled by, and the riddle remains still unsolved. Only the other day there appeared in the newspapers an account of two little Vaghri girls charged before the Chief Presidency Magistrate with stealing a pair of shoes. One of the beggar girls was aged six, the other ten. It was reported that the girls were seen shortly before the theft in the company of two vagrant women and that there was little doubt that they had been put up by those women to commit the offence. Both the girls pleaded guilty to the charge. The younger one admitted that she knew it was wrong to steal, but that she had to do it to satisfy her hunger. Asked what she intended to do with the shoes, she explained that she hoped to get a pice for them and with it to buy some parched grain. She promised, however, not to steal again, and was warned and discharged. The other girl had previous convictions against her, but as she could not be sent to jail or fined, and as there was no reformatory for girls where she could be sent, she was ordered to be detained in the court during the day. There ends the story of the beggar girls.

Consider, ladies and gentlemen, what under similar circumstances would be done in other civilized countries of the world. There, no sooner would such cases of juvenile delinquency come to light than several state agencies and private societies would come forward and co-operate to rescue the young offenders from the corrupting conditions and associations which make them criminals at such a tender age. Whereas, here, those two unfortunates were hurled back to the same old pestilential environments and associates to complete their down-hill course and to drag with them other innocent children to the abyss of degradation. No more pathetic illustration could be given of the manner in which the innocent children of the city are being thus neglected by the Government and the people. These unfortunate children knock incessantly at our doors for institutional care, but get none. They cry aloud to-day for redress. They cry, not in a wilderness, but in the thick of the town, a densely populated town too, but their cry is nevertheless unheard, or, if heard, it has no meaning for the hearer. Well may we put the touching words of Tennyson in the mouth of the forsaken children of our opulent and hospitable city :—

"But what am I ?
An infant crying in the night,
An infant crying for the light,
And with no language but a cry."

Familiarity with Misery Breeds Indifference.

Why is this so ? Why this callousness ? Is it because the public of Bombay has, like the princ ss in the fairy tale, lost its heart ? Has some malevolent sorceress stolen away that vital organ of existence ? And is it on that account that the public of Bombay, like the princess in the story, rendered altogether insensible to all feelings and emotions ? If so, how long will it remain in that moribund state until a prince arrives to restore the heart and transform the world by giving quite a new meaning to our civic life ?

But it is not so. The public of Bombay, renowned for its wide-reaching sympathies, tenderness, munificence and public spirit, has not lost its heart. It is there, safe and sound, beating with sympathy towards all objects of commisseration. It is not want of feeling that is the cause of this callousness, it is rather the daily familiarity with the great social wrong that has deprived the street children's tragedy of its pathos. Day after day we get accustom d to the ghastly sight of paupers and street children exhibiting their infirmities in the streets. Day after day private charity is seen to shower its copper coin freely on these people. A roaring business, so to say, is carried on in alms-seeking. We get the impression that the lot of these

vagrants and mendicants and street arabs is far better than that of the working classes. But what about their souls? Their moral degradation in the streets is not so patent to our eyes and we miss the burden of the tragic song of their souls.

Contingents of ill-starred Infants.

And mind you. These pauper children do not themselves make up the enormous army of the abandoned. There are also the great contingents of the ill-starred infants of the depressed classes carrying on their tiny shoulders the overwhelming burden of all the handicaps of heredity, of all the evils of environments, of all the sins and sorrows and sufferings incidental to the economic and social disabilities and diseases which have in the past oppressed and paralysed their parents and grand-parents and which have been now smiting and crippling and corrupting them with redoubled force. We see them lifting this oppressive burden, but we stand quietly by, practically unmoved, laying the flattering unction to our souls that this philanthropic city of ours is not devoid of foundling homes and orphanages, schools and reformatories, hospitals and asylums. There are, indeed, institutions to give them shelter, but we do not care to ascertain whether all who need their hospitality get it.

The souls of these children also groan under a grievous wrong and cry for salvation. It is, indeed, a theme for a great epic and we want a poet to stir our hearts to the pathos of it.

Child-rearing the most Profitable National Enterprise.

It is a commonplace of social service that if Society is to be elevated, we must begin with the child. Child-rearing, child-protecting, child-uplifting—that is the beginning to be made. Only a beginning! And yet what a wide vista of work it opens up before our eyes! What bewildering barriers to cross! It would take days and days to remove these barriers, years and years before the whole ground is covered. Work as diligently as we may, we must not expect the millennium next year, next generation, or even within the next century, but that should not dishearten us. Let us do what lies in our power to do and step by step the depressed classes will rise and the iniquitous conditions that bring about their degradation and the culpable neglect and ruin of their children will be wiped out.

As in the case of the mental and moral uplifting of children, so in the case of their physical welfare, we have to begin with the child before it is born. And the first thing to remember is that its wishes were not consulted before it was launched on this earth's pilgrimage. It certainly was not in its power to say yes or no. It merely finds itself transported in this strange land and cries. In some cases, happily in a majority of cases, its advent is hailed with joy by fond parents, in other cases it is regarded as a rather unwelcome visitor, while in not a few cases its arrival spells shame and disaster. But wished for and prayed for, or uncalled for and uncared for, there it is. What fate awaits it?

To cast the nativity of a new born child our astrologers study the position of the stars at the time of its birth. The student of heredity and eugenics reads its destiny with the knowledge of quite a different group of stars. Before the child was born were the parents physically healthy, mentally strong, morally clean, or were they diseased? Was the consciousness of motherhood pleasing or painful to the mother? Did she fondly await the happy event, dreaming, all the while, of the joy and happiness that the little cherub would bring her? Or was she distracted by feelings of fear and aversion? In her delicate condition was she tenderly cared for and kept happy and cheerful, or was she obliged to drudge for her living? During the period of confinement did she receive proper aid and care? These are the signs that our present-day astrologer would try to consult, but even after determining their influence he would not hazard any prognostication until he knows what prospects there are of the child being nourished at the mother's breast, what his home will be, what environments, and what opportunit es for developing its faculties.

You will see then that all these prenatal and postnatal conditions have to be looked into and set right in the interest of child welfare. Aye, if that is done, elaborate measures for child protection would be practically superfluous. But life is one long falling away from ideals and whether we have been or have not been able to devote any attention to the prenatal conditions, let us at least realize our obligations to the child after it is born. A child may or may not have parents. If it has, the parents may be able, infirm or destitute. Even though the parents may be able, the child may have the misfortune of being disowned or discarded by them. The parenthood of children has therefore to be traced beyond that of frail and fickle human beings. The father of all children is the father in Heaven. His vicegerent on this earth is the sovereign of the state. The state therefore is the over-parent of all children living in its realms, whether they are blest with or bereaved of parents. Great, indeed, are its responsibilities in this behalf. Nay, its very existence depends on the proper fulfilment of these obligations, for it saves children merely to be saved, protects to be protected, elevates to be elevated. The terrible war that is now being waged once more proclaims and emphasizes the simple lesson of history that no nation can successfully resist and repel the attacks of invaders if its numerical strength is comparatively weak. No doubt, numbers are not everything, but there can be no question that from the struggle of existence that nation emerges triumphant which commands the greatest number of

individuals best endowed with physical, mental and moral vigour. Many of us pin our faith to industrial development, as if that were the panacea for all the evils that India is heir to. Now, while it is self-evident that we have to advance a good deal in the matter of national industries and manufacture, we cannot overlook the fact that no national enterprise is more profitable and beneficial tha that of rearing good citizens. Our corn fields and cotton fields, our coal mines and gold mines have their limitations, but the productivity of good citizenship knows no limits. Conversely, no loss is more disastrous and paralysing to the state than that of human lives. Each person withdrawn from active participation in the work of society represents a loss to the community of the earning capacity of an invested sum of hundreds of rupees. But that is the mere economic loss. Who can compute the loss of an individual as an intellectual and moral force? Obviously, therefore, it ought to be the paramount concern of every gove:n-ment to preserve and conserve child life and to see to it that n› new-born child is wantonly deprived of its birth-rights.

Birth-rights of Children.

And what are these birth-rights? Is it too much to ask that pure air, pure food and pure surroundings, which of course inculde a pure home, being the prime needs of infancy, are its inherent prerogatives? These claims are now recognized everywhere. Though late, in every progressive city measures are being taken for the protection of children before, during and immediately after birth.

In the sphere of parental work we find in civilized countries public and private institutions, societies and leagues, domestic clubs and visiting nurses engaged in the work of dispelling parental ignorance and in the care and treatment of prospective mothers. Then, there are the maternity homes and lying-in hospitals for poor women. Recently, on the continent Domestic Care Clubs have been founded for the care of women in childbed. They send out domestic assistants who do the housework of the woman during her confinement and thus secure for her the rest and comfort she needs. In several countries of Europe an insurance of motherhood has been organized to support women during pregnancy and during the lying-in period, also to provide suitable homes for them and their infants. Divers Institutions for the care of foundlings and orphans and factory children are to be seen everywhere, and infant milk depôts and milk clinics are no novelties.

We in Bombay have not altogether lagged behind in these activities. Following the example of the District Nursing Associations, the Corporation have engaged, thanks to the initiative of Dr. Turner, our Executive Health Officer, district nurses for visiting the poor. They pay house-to-house visits and their work is supplemented by the Bombay Sanitary Association, the Seva Sadan and the Social Service League. A good deal, however, remains to be done. Many more nurses are needed, many more societies and leagues are wanted to instruct and assist mothers and to make them feel something of the nobility, the dignity, the majesty of motherhood. As regards housing, the efforts of our Municipality and the Bombay Improvement Trust have been directed, so far as their resources permit, to securing better hygienic surroundings for the children of the slums. Here, too a good deal remains to be done, but the gratifying part of it is that we have not been quite inactive. Only the milk question has not in the past received the attention it needs. It is no doubt desirable that maternal feeding should be encouraged. But all children are not fortunate enough to get it. It is therefore essential that the technique of artificial feeding should be put on a satisfactory basis. You will be glad to learn that the matter is now engaging the attention of a Committee of the Corporation. That Committee has been fortunate in securing the expert advice and assistance of Dr. Mann, and let us hope a satisfactory scheme will now soon be evolved and carried out.

Protection against disease is another birth-right of childhood, and one of the most important functions of the Municipalities to-day is to take measures for the reduction of infant mortality. Then, as children grow old, the problems of education have to be faced. In this matter, generally, Government set the pace and in the case of our country what a lamentably slow, snail-like pace it has been. However, it is a hopeful sign for the future that people are not satisfied with the present rate of progress. They have been demanding free and compulsory education and reason, too, that they should carry on the agitation with which the late Mr. Gokhale wholeheartedly identified himself. It is certainly our duty to provide every child with equal opportunity for developing its faculties. At the same time, we must not forget that before w› talk of compulsory education we should have taken all possible measures for putting children in a fit condition, physically and mentally, to avail themselves of the fruits of knowledge. An ideal of a national minimum of child nurture will have to be evolved. Recently, medical inspection of school children has been tentatively introduced in our city. We must not rest content until the physician and the nurse find a permanent place on the school establishments. There has also been a good deal of talk about moral education. Well, all we can say at present is that we must first nourish the body before we attempt to feed the soul. How many necessitous children sadly need a single good meal to-day? When we talk of feeding the mind and the soul, should we not arrange to feed the body also just as the schools on the Continent do? It will, perhaps, be said that all these are socialistic fads likely to weaken parental responsibilities of individuals. There is, no doubt, a good deal of force in that argument, but we must not

make a fetish of theories. It is unquestionably desirable that parents should realize or be made to realize their responsibilities. But if they don't, are the children to starve? We recognize our duty to the diseased, the defective, the insane and even the criminal. Do we owe no duty to the hungry?

One more aspect of child welfare may be very briefly touched upon, before we enter upon the question of protection proper. Play is one of the prime needs and prerogatives of childhood. In Europe and America several associations have been organized to secure for children facilities for recreation and to supervise places of recreation and amusement. Our civic fathers are also anxious to provide open spaces for the people, but in several densely crowded sections of the town there are scarcely any suitable sites available, and to pull down houses with a view to throwing open the sites for games could be a very expensive game indeed. Similar difficulties are got over in American cities by providing what are called play zones in the streets. In those cities portions of streets are during certain hours of the day roped off by policemen. They cannot then be used for traffic and are turned into play grounds. Were not our streets reeking with filth and sewer gases, we might have adopted this expedient. But we cannot sit with folded hands. If we cannot find large vacant sites for recreation grounds, we must at least provide small play centres in the different wards of the City. We have to look at this question not merely from the physical point of view, but from the point of view of the morals of the juvenile population. One of the Prisons Commissions reported some time ago that 40 per cent. of all crimes were perpetrated in England by youths between the age of 16 and 21, and that most of the crimes were committed when they were off duty or temporarily unoccupied. Had facilities for manly games been provided for them and had they been allowed to indulge in such games under healthy surroundings, many of them would not have been sacrificed on the altar of unemployment.

Traffic in Children.

After this bird's-eye view of the many directions in which the path of child welfare winds, let us now turn to the wilderness in which homeless children are seen to sink deeper and deeper in the sloughs of crime. We have seen that the first and foremost birth-right of a child is a good home. Do all the children of the city possess a home? Wide as are the sympathies of the public of Bombay, much as it has done for social betterment, it has to be admitted to our shame that a good many children in this rich city are left forsaken, absolutely homeless, helpless and hopeless. In their case alone society remains singularly inactive, suffering them to seek shelter in streets which are both their kindergarten classes and secondary schools of criminality, thence to pass on to the high schools and colleges of crime, the reformatories and prisons. There are, no doubt, Mission Homes and Salvation Army Homes, orphanages and schools for the defective, and several children find shelter there, but a large number remain outside. Nay, they are deliberately kept outside, because, forsooth, it pays their parents, or so-called guardians or professional beggars to whom they are hired out, to exploit them. The British Government has suppressed the slave trade, but it is an open secret that here in the Bombay market the traffic in street children is carried on freely and fearlessly. Has any one ever been hanged for it? Again, begging is more lucrative in proportion to the degree to which the deformity or disability of children is likely to excite sympathy. No wonder, then, that the unfortunate little ones are invariably ill-used and ill-treated.

The State the Over-Parent—Duty of the State.

We cannot think of anything sadder in our social life than this culpable neglect, this wanton sacrifice of innocent infant lives. I ask you to consider if this is not the greatest blot on our social organism and civic administration. It seems, indeed, inconceivable that the enlightened Government of this country and its intelligent public should have allowed such a grievous holocaust of children for so many years. The question, no doubt, is beset with several special difficulties. The problem of street children cannot be comprehensively dealt with until the whole question of pauperism is tackled and in regard to that question the peculiar religious sentiments and customs of the people concerning asceticism and mendicancy have to be considered. But these, surely, are in no way insuperable difficulties. Worse obstacles have been overcome in the past, and we have in the main to follow the general principles that have been applied successfully in the case of neglected and abandoned children in other countries. There seems to be absolutely no reason why we should allow the question of the welfare of the paupers and that of their children and of the children of the depressed and criminal classes to remain outside the range of practical politics. Why should they remian forsaken in their infancy, while a merciful government provides comfortable prisons for their future habitation, and devises measures for assisting and uplifting them after they have been committed to and released from prisons. Is it not infinitely more desirable to give them a helping hand and to uplift them before they gravitate downwards? Leaving aside humanity, let self-interest answer this question. Can one army hold another in the ditch without itself remaining in the ditch? Can one section of the public escape contamination if it is surrounded by another class tainted with crime? If not, then is it not apparent that by

allowing the abandoned children of the city to remain in the ditch we are exposing the entire juvenile population of the city to the danger of being drawn to the ditch ?

As I have said before, it is not that there is no room for them in the existing homes and orphanages. It is the selfishness of their so-called guardians that stands in the way. The other day I gathered from a conversation with Miss Millard of the American Mission School for the Blind that it was owing to this selfishness that a good many blind children of the city were kept out of her school.

But it may not always be a question of sordid selfishness. In some cases it may be a question, merely of self-preservation. Take, for instance, the case of a blind man or a cripple who has an only child that leads him in the streets for begging. For him, to part with the child would mean nothing short of suicide. To ask him to make over the child for institutional care would be a heartless mockery, unless there is a refuge to give shelter to the man. Until, therefore, we provide asylums for the infirm, the principal barrier in reaching street children will not be effectually removed.

But if in spite of all facilities parents or guardians persist in exploiting children and refuse to make them over for institutional care, can we forcibly recover them ? Let us answer this question by another question. Has not Government the power to declare a trustee of an estate unfit for that office if he neglects or misuses it ? Is a human estate less valuable than brick and mortar or guilt-edged paper ? We have just seen that the state is the over-parent of all children, the parents are as it were in the position of plenipotentiaries and if they fail in their duty, and are guilty of cruelty or neglect or incompetence, they must be deemed to have forfeited their right to the children committed to their care and it is not merely the right but the duty of the parent-state to recover the children and to grant them their birth-right, *viz.*, a home and to see to it that the home is a proper home for the child.

Neglect and Maltreatment.

Not only the children of the pauper class, but the children of all classes who are neglected or maltreated—and there are many hundreds of them amongst the criminal and backward classes—need this protection. But neglect and maltreatment are somewhat general terms and care must be taken that in devising protective measures we do not forge instruments of *zoolüm* for harassing poor parents or guardians. The legislature will, no doubt, provide sufficient safeguards. The principal kinds of maltreatment of children, generally recognized as such, are :—

(1) Corporal punishments.

(2) Working children to excess.

(3) Forcing children to beg or to follow any other disreputable calling.

(4) Improper behaviour towards children.

In other countries societies for the prevention of cruelty to children and juvenile protective associations render valuable assistance in preventing such misusage or ill treatment of children. Deplorable is the lot of a country that stands in need of such societies. More deplorable, however, is the state of a country which groans under conditions calling for protection, but possesses no beneficent agencies to do the rescue work.

Wanted a Society for the Protection of Children.

The most important question that I wish to submit to you to-day is : Do we need such a society or not ? Our Poona friends have got a society for the protection of children. We have none. Is it because we are better off here than our friends in Poona ? Or is it because Poona is blest with self-sacrificing workers in the noble cause of child welfare and we are not ? Is the spirit of social service dead in Bombay ? If so, the Social Service League is a fraud. The lecture given under its auspices and the lecturer are frauds. But that is not so. We may be frauds in other respects, but certainly not in respect of social service.

It will, perhaps, be news to many of you, so short are our memories in this noisy age, that true to her motto of being the First in India, our city was the pioneer in waging a crusade in this country against the neglect of children. It was in our city that about eight years ago a Society for the Protection of Children in Western India was organized. The idea was to have a parent society in Bombay with which to affiliate societies established in other centres in Western India with the same objects. Let me read out to you the objects as set forth in the prospectus :—

(*a*) To prevent the public and private wrongs of children and the corruption of their morals,

(*b*) To take action for the enforcement of the laws for their protection and when desirable to have such laws amended,

(*c*) To provide and maintain an organisation for these objects, and

(*d*) To do all other such lawful things as are conducive to the attainment of these objects.

The Poona Society was started as a branch of the Bombay society, but while the offspring has survived the shocks of time, the parent society has found an untimely grave. It is not for us this evening to enquire into the causes of that tragedy. Our present purpose is to consider whether we may not again bestir ourselves to make up for lost opportunities and to atone for past neglect by vigorous efforts in the future.

Sales of Children.

It surely needs no eloquent appeal to the city to rise to her obligations in this respect. I shall only cite one or two cases out of a good many which came to the notice of the Poona Society to convince you that not only cases of neglect and cruelty but of actual sales of children have been crying to-day for redress.

It was found that a Maratha girl, eleven years of age, had been sold for Rs. 25 to two Waghyas. She was handed over to the Society by the Collector of Satara, and was placed in the orphanage at Pandharpur.

News was received that a girl, aged about fourteen, who had been in school in Poona, had been taken away and was given over to a Pathan in return for a loan of rupees eight only. It seems that the father was indebted to the Pathan for that paltry sum and that both the parties thought they were striking a good bargain by the barter. Fortunately, a member of the Society took up the matter, he was just in time to prevent the ruin of the girl and was able to place her again in school. These two instances merely illustrate types of cases which do occur in our cities—the sale of children for money or for the cancellation of debt.

Legal Disabilities.

In dealing with such divers cases and their divers causes and remedies, societies for the protection of children would, no doubt, be considerably handicapped unless they have the full and active support of the legislature. The Poona Society is labouring under many a legal disability. For some years past it has been particularly demanding legislation to prevent the ruin of minor girls. Government have lent a very sympathetic ear to its proposals. A Bill was drafted to give effect to the proposals, but so slowly do our legislative machineries grind that we have as yet made no headway. It is, therefore, necessary to have a definite programme of legislative reforms which are urgently necessary and to knock vehemently at the doors of the Legislative Councils to sanction these measures. In respect of child welfare legislation, several Continental and American cities have been far ahead of the British towns, but we shall not be so ambitious. Our Indian legislation takes its cue from the British enactments and it will be enough for our present needs if we get legislation on the lines of the Children Acts, 1908 to 1913, providing (1) that neglect of children on the part of those responsible for their care is a cognizable offence; (2) that parents or guardians who, althouth possessed of the requisite means, fail, wilfully or neglectfully, to provide for the children's maintenance, or who in consequence of a disorderly life are rendered unable to provide for the support of the children in their custody, or who neglect their children, shall be liable to punishment; (3) that parents or guardians who ill-treat the children under their custody must at once be deprived of their authority over the children (this is essential, as otherwise parents or guardians once detected or punished may simply take care to avoid discovery and repeat the offence); and (4) that it shall be open to, rather the duty of, any one who becomes aware of a case of cruelty or neglect to lodge the information with the authorities.

As regards cruelty, the Children Act provides that—

> "If any person over the age of sixteen years, who has the custody, charge, or care of any child or young person, wilfully assaults, ill-treats, neglects, abandons, or exposes such child or young person, or causes or procures such child or young person to be assaulted, ill-treated, neglected, abandoned, or exposed in a manner likely to cause such child or young person unnecessary suffering or injury to his health (including injury to or loss of sight, or hearing, or limb, or organ of the body, and any mental derangement) that person shall be guilty of a misdemeanour."

The same Act provides :—

> "If any person causes or procures any child or young person, or having the custody, charge or care of a child or young person, allows that child or young person to be in any street, premises or place for the purpose of begging or receiving alms or of inducing the giving of alms, whether or not there is any pretence of singing, playing, performing, offering anything for sale, or otherwise, that person shall, on summary conviction, be liable to a fine not exceeding twenty-five pounds or alternatively or in default of payment of such fine, or in addition thereto, to imprisonment, with or without hard labour, for any term not exceeding three months."

Suggested Legislative Reforms.

Our Indian Penal Code also makes exposure and abandonment of children under 12 years an offence (section 317). It further makes buying and selling of or enticing of minor children an offence. So also section 121 of the Police Act makes begging and exposure of offensive ailments punishable. These powers are obviously inadequate, and the essential thing is lacking

and that is provision of homes and institutions and institutional care and the power to recover children for such care. We have reformatories for juvenile offenders, but no authorized agencies or institutions to take care of neglected children before they become offenders.

Legislation is therefore necessary on the lines of the Children Acts just indicated. Legislation is also needed to empower Police Officers or Agents of recognized Societies to take to a place of safety any child in respect of whom any cognizable offence has been committed and to keep the child there until orders of the Court have been obtained in their behalf. The Courts should have the power to issue a warrant authorising the officers to search for children reasonably believed to have been ill-treated and, if found to have been so treated, to take them to a place of safety.

Powers should also be given to the Courts to send neglected children to industrial schools or orphanages, or any homes that may be maintained by any recognized Society, whether they have committed an offence under the Penal Code or not. In this respect section 58 of the Children Act may be adopted with necessary modifications. This section reads as follows :—

"Any person may bring before a petty Sessional Court any person apparently under the age of fourteen years who

(*a*) is found begging or receiving alms (whether or not there is any pretence of singing, playing, performing, offering anything for sale, or otherwise), or being in any street, premises or place for the purpose of so begging or receiving alms ; or

(*b*) is found wandering and not having any home or settled place of abode, or visible means of subsistence or is found wandering and having no parent or guardian, or a parent or guardian who does not exercise proper guardianship ; or

(*c*) is found destitute, not being an orphan and having both parents or his surviving parent, or in the case of an illegitimate child his mother, undergoing penal servitude or imprisonment ; or

(*d*) is under the care of a parent or guardian who, by reason of criminal or drunken habits, is unfit to have the care of the child ; or

(*e*) is the daughter whether legitimate or illegitimate of a father who has been convicted of an offence under section 4 or section 5 of the Criminal Law Amendment Act, 1885, in respect of his daughters, whether legitimate or illegitimate ; or

(*f*) frequents the company of any reputed thief, or of any common or reputed prostitute ; or

(*g*) is lodging or residing in a house or the part of a house used by any prostitute for the purposes of prostitution or is otherwise living in circumstances calculated to cause, encourage, or favour the seduction or prostitution of the child ;

and the court before which a person is brought as coming within one of those descriptions, if satisfied on enquiry of that fact and that it is expedient so to deal with him, may order him to be sent to a certified industrial school. Provided that a child shall not be treated as coming within the description contained in paragraph (*f*) if the only common or reputed prostitute whose company the child frequents is the mother of the child, and she exercises proper guardianship and due care to protect the child from contamination."

The Children Act requires persons other than relatives, or legal guardians, or authorities of institutions established for the protection and care of infants or of boarding schools undertaking for reward the nursing and maintenance of infants under the age of 7, apart from their parents or having no parents, to give notice to the Commissioner of Police. It also provides that the Authorities may thereupon appoint infant protection visitors and that the Courts might order the removal of such children, if found necessary, to a place of safety until they can be restored to the relatives or otherwise legally provided for. Where an order is made for the committal of a child or young person to the care of a relative or other fit person the Court may order that the child be placed under the supervision of a probation officer. Whether similar powers should also be obtained in our country is a matter for consideration.

It is also for consideration whether we should have further legislation for restrictions on employment of children. By way of the amendment of the Employment of Children Act, 1903, the Prevention of Cruelty to Children Act, 1904, provides that if any person—

"(*a*) causes or procures any child, being a boy under the age of 14 years, or being a girl under the age of sixteen years, or, having the custody, charge, or care of any such child, allows that child to be in any street, or in any premises licensed for the sale of any intoxicating liquor, other than premises licensed according to law for public entertainments, for the purpose of singing, playing, or performing, or being exhibited for profit, or offering anything for sale, between 9 p.m. and 6 a.m., or

"(*b*) causes or procures any child under eleven years, or, having the custody, charge, or care of any such child allows that child to be at any time in any street, or in any premises licensed for the sale of any intoxicating liquor, or in any premises licensed according to law for public entertainments or in any circus or other place of public amusement to which the public are admitted by payment, for the purpose of singing, playing, or performing, or being exhibited for profit, or offering anything for sale ; or

"(*c*) causes or procures any child under the age of sixteen years, or, having the custody, charge, or care of any child, allows that child to be in any place for the purpose of being trained as an acrobat, contortionist, or circus performer, or of being trained for any exhibition or performance which in its nature is dangerous."

that person shall on summary conviction be liable at the discretion of the Court to a fine not exceeding £25 or alternatively, or in default of payment of such fine, or in addition thereto, to imprisonment, with or without hard labour, for any term not exceeding three months.

Similarly, it is for consideration whether legislation is necessary for prohibiting or regulating sale of intoxicants, tobacco, smoking materials, etc., to persons under the age of 16.

Minimum of Home Nurture.

In London the Local Education Authority is now specifically empowered and directed to secure to every child what may be called the national minimum of home nurture. Whenever any child is without "adequate" food, clothing, medical aid, or lodging in such a way that

its health is suffering, or is likely to suffer, it is the duty of the London County Council, under the Children Act, 1908, a duty which is assigned to its Educational Committee, to proceed against the parents or guardians of such child, with power to get the child placed under other guardianship, or sent to a boarding school, or admitted to a day feeding school, or otherwise protected against future neglect. Throughout all England and Wales moreover, as in Scotland, the Local Education Authority is empowered and directed by the Children Act to intervene whenever any child within its district is found living in a bad environment, or with parents of drunken or criminal habits, or is found in the streets begging or receiving alms or is found wandering. This has been provided with a view not necessarily to convicting the child of any offence or even of committing it for a term of years to a reformatory school, but merely to admitting such child to a day feeding school, where it will be adequately fed, trained and looked after, without being removed from parental custody. Finally, there is the power and duty imposed on all Local Education Authorities to enforce on all parents a certain minimum standard of home nurture, by taking proceedings under the Children Act against parents so drunken, so criminal or so immoral as to be providing home conditions gravely injurious to the child. Residential schools are provided for the up-bringing of children rescued from homes falling thus below the statutory minimum standard and contributions are no doubt levied from parents able to contribute. Out of the local rates and taxes several such boarding schools are maintained. The Education Committee of the London County Council, moreover, boards out a number of special children for whom it finds it better to provide maintenance in suitable families than in residential schools. These powers that the local authorities possess are not considered adequate and there is a demand for further powers, particularly in regard to the adolescent, the boy or girl exempt from school attendance and entering upon independent wage-earning.

Home the Pivot of Society.

Here, in Bombay, and in fact all over the country, we want suitable residential and industrial schools for the homeless, defective, and derelict children. One cardinal principle should not, however, be lost sight of, and that is that the home is the pivot of society and that it is round that pivot that all that is beneficial for the child should revolve. In cases in which neglect is the result of poverty and where there are good parents to take care of a child, if the means are forthcoming, it is obviously desirable not to tear away the child from the home. Even in the best conducted public homes and boarding schools it is not possible to secure that individualized care and attention which the child receives at home. So far as possible, therefore, we should preserve the home intact and keep the family circle unbroken. This will make the little ones feel that there is some one in the world who cares for them and for whose sake several temptations have to be resisted and sacrifices cheerfully made. But how can this be done unless the state subsidises the parents or guardians for the maintenance of the child? And here our ideal suffers a rude shock. Once you start pensions and subsidies for poor parents, you will find yourself in a deluge of destitution and distress. Apart from the question of funds, there is the grave danger of encouraging a hundredfold what is even now not uncommon and what we wish to remove, *viz.*, parental incompetence and neglect, and we should be thus perpetually moving in a vicious circle.

Nevertheless, after the experience of centuries in outdoor poor relief pensions for deserving mothers seem to have probably come to stay in other civilized countries, particularly in America. Dr. George Mangold, Director of the School of Social Economy of Washington University, who has recently published a book on problems of child welfare, states that there is a wave of favourable legislation in that direction in the United States, and he sounds, and rightly sounds, a note of warning. At the same time even he is not opposed to the experiment being carried on cautiously. That the state should develop its charities in the field of outdoor relief he firmly believes and advocates a guarded pension system as a step in the right direction pointing the way towards the most effective forms of insurance against poverty. The objection to public relief in the early days of private charity was partly due to official incapacity, but this difficulty is gradually being removed. Nowadays, cases of neglect due to destitution are thoroughly investigated in special courts. Public relief to mothers is granted only through the medium of these courts and Committees of private societies assist the courts in selecting deserving cases. Such institutions and agencies are here conspicuous by their absence. Notable amongst these are the Juvenile Courts and the Courts of Domestic Relations.

Juvenile Courts.

The Juvenile Courts were originally started in America for dealing with young offenders. It was necessary that such derelict children should not be more corrupted than they were by being taken to detention homes and courts for adult criminals. Separate detention of children, separate trials and probationary oversight were evidently desirable. Their functions, however, soon began to expand. Delinquency questions being essentially family questions, these courts tended to become constructive forces in the community and co-operated with other agencies to improve the moral and social environments of the child. Moral rehabitation of the family became their principal function. As, however, this depended in part on the social and economic reformation of the home, their sphere of operations naturally expanded.

The keystone of these courts is what is known as the Probation System. The courts merely disposed of cases, directing what shall be done with the delinquent or truant child. The duty

of actually dealing with the child devolves on the probation officer. It is he who is the arm of the law and renders the guardianship of the state effective in the case of those children. It is his primary duty to make such investigation as may be required by the court, to be present in court in order to represent the interest of the children, when the case is heard, to furnish the court such information and assistance as the judge may require and to take such charge of the child before and after trial as may be directed by the court.

Courts of Domestic Relations.

The Juvenile Courts, organized upon the theory of taking care of the delinquent and dependent children, however, reached the children only after they had become delinquents or dependents. It was obviously desirable to reach the causes which made the child a dependent or a delinquent and thus to reduce the number of children going through the Juvenile Courts. The Court of Domestic Relations was accordingly started in Chicago to look after the people who made the children delinquent.

For every delinquency, every dependency, every desertion, every betrayal, there must be some cause. To reach this cause, to investigate the circumstances connected with each case, to trace the reasons and to suggest remedies, is the function of these courts. To quote the words of one of the judges of the Chicago Court of Domestic Relations, who read a paper before the Chicago Child Welfare Exhibition, this court stands as a friend of the man and woman in trouble, a counsellor in times of need, a protector to the delinquent or homeless child, a doctor to the young girl who has been unwittingly wronged, a mentor for both husband and wife when their misunderstandings have reached the breaking point.

One may well ask, why all this solicitude for husband and wife? There are many reasons why, but one in particular. There are *children* concerned, vitally concerned, little helpless creatures who otherwise are doomed to suffer. Again, the activities of this Court are not merely restricted to reaching adults who are primarily responsible for delinquencies or dependencies of children. The court is also expected to reach all those who commit an offence or crime against a woman or a child in which the municipal court of domestic relations has final jurisdiction. It thus deals with a large variety of cases, for instance, the sale of cigarettes and tobacco to minors; the sale of intoxicating liquor to minors; gambling by minors in saloons, and violations of other city ordinances affecting the child; abandonment of wife or child; contributing to the dependency or delinquency of children; cases of illegitimate children; violation of all laws relating to child truancy; and, in fact, all state laws dealing with women and children exclusively.

Organize a Child Protection Force.

This will indicate to you what a wide, wide field for work lies before us. As I have already said, the problem is one of great magnitude and complexity. Neglected childhood and juvenile criminality are not mere isolated phenomena. They are indissolubly wound up with the social, economic, intellectual and moral neglect of the backward classes. A few more societies, a few new paragraphs added to our Penal Codes, a few new police regulations, a few new residential schools and asylums will not completely solve the problem. But let us do what lies in our power. Let us forthwith organize a Child Protection Force and call for volunteers. Professor Charles Henderson once expressed his regret that it was difficult in American cities to secure a sufficient number of friendly visitors to render social service of this kind and he reminded the Americans that the German laws made it an unshirkable duty, punished by disfranchisement, to neglect or to refuse to perform such duties. These are his words: "In Berlin the municipal authorities can secure over three thousand men to visit the indigent families, because it is a civic duty and men lose certain political rights who refuse to act. If our men and women knew the value of this kind of service many hundreds would volunteer." The Americans have done a thousand times more than we have done in regard to child welfare and yet this exhortation was considered necessary. During recent years the conscience of the British public has also been powerfully stirred. Let me read to you what a member of the House of Commons said, nine years ago, during the discussion of the Children Act, the great children's charter:—

> "We want to say to the child that if the world or the world's law has not been his friend in the past, it will be now. We say that it is the duty of this Parliament, and that this Parliament is determined, to lift the child if possible and rescue him; to shut the prison door and to open the door of hope."

After this, shall we, citizens of no mean city, still remain indifferent? Remember that it is not a question of philanthropy. It is a question of civic obligation. Need I tell you that that city will be the greatest that cares the most for her children? Let us then bestir ourselves, not forgetting that the work of child protection has to be undertaken and carried out not merely in the interests of the helpless children, not merely in the interests of our city or country, but also in the interests of the entire body politic and the empire. In the interests of all of us then, let us not neglect to water the young plants before it is too late:

> "What shall repay for waste of life?
> What shall repay for pain?
> O! what shall give the land its food,
> If the young wheat have no rain?"

APPENDIX No. 12.

MADRAS BILL NO. 4 OF 1917.

A Bill to make further provision for the custody, trial, and punishment of youthful offenders and for the protection of children and young persons.

Preamble.

Whereas it is expedient to provide further for the custody, trial, and punishment of youthful offenders and for the protection of children and young persons; It is hereby enacted as follows:—

PART I.

Preliminary.

Short title.

1. (1) This Act may be called the Madras Children Act, 19 .

(2) It extends to the whole of the Presidency of Madras.

Repeal of Act VIII of 1897.

2. The Reformatory Schools Act, 1897, with the exception of section 15 thereof, is as to the Presidency of Madras hereby repealed.

Cf. Reformatory Schools Act (India), 1897, section 2.

Definitions.

3. In this Act unless there is anything repugnant in the subject or context:

English Children Act, 1908, sections 131 and 44.

(1) "child" means a person under the age of fourteen years and when used in reference to a child sent to a certified school applies to that child during the whole period of detention, notwithstanding that the child attains the age of fourteen years before the expiration of that period;

(2) "young person" means a person who is fourteen years of age or upwards and under the age of sixteen years;

Do.

(3) "youthful offender" means any person who has been convicted of an offence punishable with transportation or imprisonment and who at the time of such conviction was under the age of sixteen years;

Cf. Reformatory Schools Act (India), 1897, section 4 (*a*).

Note.—Age raised to 16. Cf. Whipping Act, 1909, section 5.

(See English Prevention of Crime Act and Vagrancy Act).

(4) "guardian" in relation to a child, young person, or youthful offender, includes any person who, in the opinion of the court having cognizance of any case in relation to the child, young person or youthful offender, or in which the child, young person, or youthful offender is concerned, has for the time being the charge of or control over the child, young person, or youthful offender;

Cf. English Children Act, 1908, section 131.

(5) "industrial school" means a school for the industrial training of children;

Cf. English Children Act, 1908, section 44.

(6) "reformatory school" means a school for the industrial training of youthful offenders;

Do.

(7) "certified school" means a reformatory or industrial school established or certified by the Governor in Council in accordance with the provisions of this Act;

Do.

(8) "prescribed" means prescribed by rules under this Act.

Cf. Reformatory Schools Act, 1897, section 8 (2).

4. The powers conferred on courts by this Act shall be exercised only by—

Powers of courts.

(*a*) the High Court, (*b*) a Court of Session, (*c*) a District Magistrate, (*d*) a Presidency Magistrate, (*e*) a first-class Magistrate, (*f*) any Juvenile Court constituted under this Act, and (*g*) any magistrate of the second class specially authorized by the Governor in Council to exercise all or any of the powers given by this Act

and may be exercised by such courts whether the case comes before them originally or on appeal.

Cf. Reformatory Schools Act, 1897, section 9.

5. (1) When any magistrate not empowered to pass an order under this Act is of opinion that a child or young person brought before him or convicted by him is a proper person to be committed to a certified school or to be dealt with in any other manner in which the case may be dealt with under this Act, he shall record such opinion and submit his proceedings and forward the child or young person to a magistrate to whom he is subordinate or to a magistrate presiding over the nearest juvenile court having jurisdiction in the case.

Procedure when magistrate is not empowered to pass an order under this Act.

(2) The magistrate to whom the proceedings are so submitted may make such further inquiry (if any) as he may think fit and may make such order dealing with the case as he might have made if the child or young person had originally been brought before, or tried by, him.

Part II.

Reformatory and industrial schools.

Cf. English Children Act, 1908, section 45. Reformatory Schools Act (India), 1897, section 5.

6. (1) The Governor in Council may establish and maintain reformatory and industrial schools for the reception of youthful offenders and children.

Establishment and certification of schools.

(2) The Governor in Council may certify that any reformatory or industrial school not established under sub-section (1) is fit for the reception of youthful offenders or children.

7. (1) For the control and management of every reformatory or industrial school established under section 6, sub-section (1), a superintendent and a committee of visitors shall be appointed by the Governor in Council and such superintendent and committee shall be deemed to be the managers of the school for the purposes of this Act.

Management of schools.

(2) Every school certified under section 6, sub-section (2), shall be under the management of a governing body who shall be deemed to be the managers of the school for the purposes of this Act.

Inspection of schools.

8. (1) The Governor in Council may appoint a chief inspector of certified schools and such number of inspectors and assistant inspectors as he thinks advisable to assist the chief inspector; and every person so appointed to assist the chief inspector shall have such of the powers and duties of the chief inspector as the Governor in Council directs but shall act under the direction of the chief inspector.

Cf. English Children Act, 1908, section 46 (*1*).

(2) Every certified school shall, at least once in every year, be inspected by the chief inspector of certified schools, or by an inspector or assistant inspector.

Cf. English Children Act, 1908, section 46 (*3*).

Power of inspectors.

9. A certified school shall be liable to inspection at all times and in all its departments by the chief inspector and by the inspector and assistant inspector.

Medical inspection.

10. Any qualified medical practitioner empowered in this behalf by the Governor in Council may visit any certified school at any time with or without notice to its managers in order to report to the chief inspector on the health of the inmates and the sanitary condition of the school.

Power of Governor in Council to withdraw certificate.

11. The Governor in Council, if dissatisfied with the condition, rules, management, or superintendence of a certified school, may at any time by notice served on the managers of the school declare that the certificate of the school is withdrawn as from a time specified in the notice, and at that time the withdrawal of the certificate shall take effect, and the school shall cease to be a certified school:

Cf. English Children Act, 1908, section 47.

Cf. Reformatory Schools Act (India), 1897, section 5 (*c*).

Provided that the Governor in Council may, if he thinks fit, instead of so withdrawing the certificate, by notice served on the managers of the school, prohibit the admission of youthful offenders or children to the school for such time as may be specified in the notice or until the notice is revoked.

Resignation of certificate by managers.

12. The managers of a certified school may, on giving six months' notice in writing to the Governor in Council through the chief inspector of their intention so to do, resign the certificate of the school, and accordingly at the expiration of six months from the date of the notice (unless before that time the notice is withdrawn), the resignation of the certificate shall take effect, and the school shall cease to be a certified school.

Cf. English Children Act, 1908, section 48.

Effect of withdrawal or resignation of certificate.

13. A youthful offender or child shall not be received into a certified school in pursuance of this Act after the date of the receipt by the managers

Cf. English Children Act, 1908, section 49.

of the school of a notice of withdrawal of the certificate for the school or after the date of a notice of resignation of the certificate; but the obligation hereinafter mentioned of the managers to teach, train, lodge, clothe, and feed any youthful offenders or children detained in the school at the respective dates aforesaid shall, except so far as the Governor in Council otherwise directs, continue until the withdrawal or resignation of the certificate takes effect.

Cf. English Children Act, 1908, section 50.

Disposal of inmates on withdrawal or resignation of certificate.

14. When a school ceases to be a certified school the youthful offenders or children detained therein shall be by order of the Governor in Council either discharged or transferred to some other certified school in accordance with the provisions of this Act relating to discharge and transfer.

Cf. English Children Act, 1908, section 51.

Auxiliary homes.

15. The Governor in Council may establish auxiliary homes for the reception of any inmates or any classes of inmates of certified schools or may certify any other such home heretofore or hereafter established by any other persons, and the certificate may be withdrawn or resigned in like manner as a certificate of a school, and every such home shall for such purposes as are specified in the order or certificate, as the case may be, of the Governor in Council be treated as part of the school or schools to which it is attached.

Cf. English Children Act, 1908, section 52.

Liabilities of managers.

16. The managers of a certified school not established by the Governor in Council may decline to receive any youthful offender or child proposed to be sent to them in pursuance of this Act, but when they have once accepted any such offender or child they shall be deemed to have undertaken to teach, train, lodge, clothe, and feed him during the whole period for which he is liable to be detained in the school, or until the withdrawal or resignation of the certificate of the school.

Cf. English Children Act, 1908, section 25.

Inspection of uncertified poor schools and institutions.

17. (1) The Governor in Council may cause any institution for the reception of poor children or young persons supported wholly or partly by voluntary contributions, and not liable to be inspected by or under the authority of any Government department, to be visited and inspected from time to time by persons appointed by him for the purpose.

(2) Any person so appointed shall have power to enter the institution and to make a complete inspection thereof and of all papers, registers, and accounts relating thereto. Any person who obstructs him in the execution of his duties shall be liable on conviction to a fine not exceeding fifty rupees.

PART III.

Youthful offenders.

Bail of children and young persons arrested.

18. Where a person apparently under the age of sixteen years is arrested and cannot be brought forthwith before a court, the officer in charge of the police station to which such person is brought may, unless the charge is one of homicide or other grave crime, release him on bail, with or without sureties, notwithstanding that the offence with which he is charged is a non-bailable offence.

Cf. English Children Act, 1908, section 94.

Custody of children and young persons not discharged on bail after arrest.

19. (1) Where a person apparently under the age of sixteen years having been arrested is not so released as aforesaid, the officer in charge of the police station shall cause him to be detained in the prescribed manner, until he can be brought before a court.

Cf. English Children Act, 1908, section 95.

(2) No police officer shall however detain in custody a youthful offender for a longer period than in all the circumstances of the case is reasonable, and such period shall not, in the absence of a special order of a court, exceed twenty-four hours exclusive of the time necessary for the journey from the place of arrest to the court.

Cf. section 61 of the Code of Criminal Procedure, 1898.

Remand or committal to custody.

20. A court, on remanding or committing for trial a child or young person who is not released on bail, may, instead of committing him to prison, order him to be detained in the prescribed manner for the period for which he is remanded.

Attendance at court of parent of child or young person charged with an offence, etc.

21. (1) Where a child or young person is charged with any offence, or where a child is brought before a court on an application for an order to send him to a certified industrial school, his parent or guardian may in any case, and shall, if he can be found and resides within a reasonable distance and the person so charged or brought before the court is a child, be required to attend at the court before which the case is heard during all the stages of the proceedings, unless the court is satisfied that it would be unreasonable to require his attendance.

Cf. English Children Act, 1908, section 98 (1).

(2) Where the child or young person is arrested, the officer in charge of the police station to which he is brought shall cause the parent or guardian of the child or young person, if he can be found, to be warned to attend at the court before which the child or young person will appear.

Cf. English Children Act, 1908, section 98 (2).

(3) The parent or guardian whose attendance shall be required under this

Cf. English Children Act, 1908, section 98 (4).

section shall be the parent or guardian having the actual possession and control of the child or young person;

Provided that if that person is not the father, the attendance of the father may also be required.

Cf. English Children Act, 1908, section 98 (5).

(4) The attendance of the parent of a child or young person shall not be required under this section in any case where the child or young person was before the institution of the proceedings removed from the custody or charge of his parent by an order of a court.

Cf. English Children Act, 1908, section 103.

Restrictions on punishment of children and young persons.

22. (1) A child or young person shall not be sentenced to death for any offence.

Cf. English Children Act, 1908, section 102.

(2) A child shall not in any circumstances be sentenced to transportation or imprisonment.

Cf. English Children Act, 1908, section 102 (2).

(3) A young person shall not be sentenced to transportation for any offence.

Cf. English Children Act, 1908, section 102 (3).

(4) A young person shall not be sentenced to imprisonment for an offence or committed to prison in default of payment of a fine, or in default of furnishing security, unless the court certifies that the young person is of so unruly or of so depraved a character that he is not a fit person to be sent to a reformatory school and that none of the other methods in which the case may legally be dealt with is suitable.

Mode of sending youthful offenders to certified schools.

Cf. English Children Act, 1908, section 57.

Cf. Reformatory Schools (India) Act, 1897, section 8.

Commitment of offenders between twelve and sixteen years of age to certified schools.

23. (1) Where a youthful offender, who in the opinion of the court before which he is charged is twelve years of age or upwards, is convicted of an offence punishable in the case of an adult with transportation or imprisonment, the court may, in addition to or in lieu of sentencing him according to law to any other punishment, order that he be sent to a certified reformatory school:

Provided that where the offender is ordered to be sent to a certified reformatory school he shall not in addition be sentenced to imprisonment.

Cf. English Children Act, 1908, section 84.

Cf. Reformatory Schools (India) Act, 1897, section 10.

(2) Where a youthful offender has been sentenced to transportation or imprisonment, the Governor in Council may direct that in lieu of undergoing or completing such sentence, if under the age of sixteen years, he shall be sent to a certified reformatory school; and thereupon the offender shall be subject to all the provisions of this Act as if he had been originally sentenced to detention in a certified reformatory school.

Cf. English Children Act, 1908, section 58 (2).

(3) Where a child apparently under the age of twelve years is charged before

a court with an offence punishable in the case of an adult with transportation or imprisonment, the court, if satisfied on inquiry that it is expedient so to deal with the child, may order him to be sent to a certified industrial school.

(4) Where a child, apparently of the age of twelve or thirteen years, is charged before a court with an offence punishable in the case of an adult with transportation or imprisonment, and the court is satisfied on inquiry that the child should be sent to a certified school but, having regard to the special circumstances of the case, should not be sent to a certified reformatory school, and is also satisfied that the character and antecedents of the child are such that he will not exercise an evil influence over the other children in a certified industrial school, the court may order the child to be sent to a certified industrial school having previously ascertained that the managers are willing to receive the child.

Cf. English Children Act, 1908, section 58 (3).

Provided that the Governor in Council may, on application of the managers of the industrial school, by order transfer the child to a certified reformatory school.

(5) Where a young person has been ordered by a court to give security under section 106 or section 118 of the Code of Criminal Procedure, 1898, and has failed to do so, the court which made the order may order such young person to be sent to a reformatory school.

Period of detention.

24. The order in pursuance of which the youthful offender or child is sent to a certified school shall specify the time for which the youthful offender or child is to be detained in the school, being—

Cf. English Children Act, 1908, section 65.

Cf. Reformatory Schools (India) Act, 1897, section 8.

(*a*) in the case of a youthful offender sent to a reformatory school, not less than two and not more than five years but not in any case extending beyond the time when the youthful offender will, in the opinion of the court, attain the age of eighteen years; and

(*b* in the case of a child sent to an 'ndustria' school, such time as to the court may seem proper for the teaching and training of the child, but not in any case extending beyond the time when the child will, in the opinion of the court, attain the age of sixteen years.

Other ways of dealing with youthful offenders.

Power to discharge youthful offender or to commit him to suitable custody.

25. A court may, if it shall think fit, instead of directing any youthful offender to be detained in a certified school, order him to be—

Cf. Reformatory Schools (India) Act, 1897, section

(*a*) discharged after due admonition, or

(*b*) committed to the custody of his parent or guardian or any adult relative, on such parent, guardian or relative executing a bond, with or without sureties, as the court may require, to be responsible for the good behaviour of the youthful offender for any period not exceeding twelve months,

and the court may in addition to such order make an order that the youthful offender be placed under the supervision of a person named by the court.

Cf. English Children Act, 1908, section 99 (1) and (3).

Power to order parent to pay fine, etc., instead of child or young person.

26. (1) Where a child or young person is convicted of an offence punishable with fine and the court is of opinion that the case would be best met by the imposition of a fine, whether with or without any other punishment, the court may in any case, and shall if the offender is a child, order that the fine be paid by the parent or guardian of the child or young person, unless the court is satisfied that the parent or guardian cannot be found or that he has not conduced to the commission of the offence by neglecting to exercise due care of the child or young person.

Cf. English Children Act, 1908, section 99 (4).

(2) An order under this section may be made against a parent or guardian who, having been required to attend, has failed to do so, but, save as aforesaid, no such order shall be made without giving the parent or guardian an opportunity of being heard.

Cf. English Children Act, 1908, section 99 (5).

(3) Any order directing that a parent or guardian shall pay a fine under this section may be enforced as though it were an order passed under the Code of Criminal Procedure, 1898.

Cf. English Children Act, 1908, section 99 (6).

(4) A parent or guardian may appeal against any such order as if it had been an order passed in proceedings against himself.

Cf. English Children Act, 1908, section 104.

Detention in the case of certain crimes committed by children or young persons.

27. (1) When a child or young person is convicted of an offence of so serious a nature that the court is of opinion that no punishment which under the provisions of this Act it is authorized to inflict is sufficient, the court shall order the offender to be kept in safe custody in such place or manner as it thinks fit and shall report the case for the orders of the Governor in Council.

(2) Notwithstanding the provisions of section 22, the Governor in Council may order any such child or young person to be detained in such place and on such conditions as he thinks fit, and whilst so detained the child or young person shall be deemed to be in legal custody.

Provided that no period of detention so ordered shall exceed the maximum period of imprisonment to which the child or young person could have been sentenced under the Indian Penal Code for the offence committed.

Cf. English Children Act, 1908, section 107.

28. Where a child or young person charged with any offence is tried by any court, and the court is satisfied of his guilt, the court shall take into consideration the manner in which, under the provisions of this or any other Act enabling the court to deal with the case, the case should be dealt with, namely, whether,

Methods of dealing with children and young persons charged with offences.

(*a*) by discharging the offender after due admonition; or

(*b*) by committing the offender to the custody of his parent, guardian, or any adult relative, on such parent, guardian, or relative executing a bond to be responsible for his good behaviour; or

(*c*) by so discharging or committing the offender and placing him under the supervision of a person named by the court; or

(*d*) by sending the offender to an industrial school; or

(*e*) by sending the offender to a reformatory school; or

(*f*) by ordering the offender to be whipped; or

(*g*) by ordering the offender to pay a fine; or

(*h*) by ordering the parent or guardian of the offender to pay a fine; or

(*i*) where the offender is a young person, by sentencing him to imprisonment; or

(*j*) by dealing with the case in any other manner in which it may be legally dealt with:

Provided that nothing in this section shall be construed as authorizing the court to deal with any case in any manner in which it could not deal with the case apart from this section.

Part IV.

Mode of sending neglected children to industrial schools.

Cf. English Children Act, 1908, section 58 (1).

29. (1) In any area to which the Governor in Council shall direct that this section shall apply, any police officer or other person authorized by the Governor in Council in this behalf may bring before a court any person

Children liable to be sent to industrial schools.

apparently under the age of fourteen years who—

(*a*) is found begging or receiving alms (whether or not there is any pretence of singing, playing, performing, offering anything for sale, or otherwise), or being in any street, premises or place for the purpose of so begging or receiving alms; or

(*b*) is found wandering and not having any home or settled place of abode, or visible means of subsistence, or is found wandering and having no parent or guardian, or a parent or guardian who does not exercise proper guardianship; or

(*c*) is found destitute, not being an orphan and having both parents or his surviving parent, or in the case of an illegitimate child his mother, undergoing transportation or imprisonment; or

(*d*) is under the care of a parent or guardian who, by reason of criminal or drunken habits, is unfit to have the care of the child; or

(*e*) frequents the company of any reputed thief;

and the court before which a person is brought as coming within one of those descriptions, if satisfied on inquiry of that fact, and that it is expedient so to deal with him, may order him to be sent to a certified industrial school.

Cf. English Children Act, 1908, section 58, sub-section (7).

Power to commit child to suitable custody.

(2) Where under this Act a court is empowered to order a child to be sent to a certified industrial school the court, in lieu of ordering him to be so sent, may make an order for the committal of the child to suitable custody in the prescribed manner until he attains the age of sixteen years, or for any shorter period.

Cf. English Children Act, 1908, section 59.

Power to commit young person to care of relative or fit person in certain cases.

(3) Any police officer or other person authorized by the Governor in Council in this behalf may bring before a court any person apparently of the age of fourteen or fifteen years so circumstanced that if he were a child he would come within one or other of the descriptions mentioned in sub-section (1) and the court if satisfied on inquiry of that fact and that it is expedient so to deal with him, may make an order for his committal to suitable custody in the prescribed manner until he attains the age of sixteen years, or for any shorter period.

(4) The court which makes an order committing a child or young person to suitable custody under this section may, in addition, order that the child or young person be placed under the supervision of a person named by the court.

30. Where the parent or guardian of a child proves to a court that he is unable to control the child, and that he desires the child to be sent to an industrial school under this Act, the court, if satisfied on inquiry that it is expedient so to deal with the child, and that the parent or guardian understands the results which will follow, may order him to be so sent to a certified industrial school.

Uncontrollable children.

Cf. English Children Act, 1908, section 58 (4).

Part V.

Maintenance and treatment of persons sent to certified schools or committed to suitable custody.

31. (1) The court which makes an order for the detention of a youthful offender or child in a certified school or for the committal of a child or young person to suitable custody under this Act may make an order on the parent or other person liable to maintain the youthful offender, child or young person to contribute to his maintenance, if able to do so, in the prescribed manner.

Contribution of parent.

(2) Any order made under this section may from time to time be varied by the court.

(3) The persons liable to maintain a youthful offender, young person or child shall for the purposes of sub-section (1) include in the case of illegitimacy his putative father:

Provided that where the youthful offender, young person or child is illegitimate and an order for his maintenance has been made under section 488 of the Code of Criminal Procedure, 1898, the court shall not ordinarily make an order for contribution against the putative father but may order the whole or any part of the payments accruing due under the said order for maintenance to such person or persons as may be named, to be applied by him or them towards the maintenance of the youthful offender, young person or child.

(4) Any order under this section may be enforced in the same manner as an order under section 488 of the Code of Criminal Procedure, 1898.

32. The managers of a certified industrial school to which a child under the age of eight years is sent may, with the consent of the chief inspector, board the child out with any suitable person until the child reaches the age of ten years and thereafter for such longer period, with the consent of the chief inspector, as the managers consider to be advisable in the interests of the child, subject to the exercise by the managers of such powers as to supervision, recall, and otherwise as may be

Boarding out of children.

Cf. English Children Act, 1908, section 53.

prescribed by regulations made by the Governor in Council; and where a child is so boarded out he shall nevertheless be deemed for the purposes of this Act to be a child detained in the school, and the provisions of this Act shall apply accordingly, subject to such necessary adaptations as may be made by the Governor in Council.

Cf. English Children Act, 1908, section 67, and Reformatory Schools (India) Act, 1897, section 18.

33. (1) Where a youthful offender or child is detained in a certified school, the managers of the school may at any time, with the consent of the chief inspector or after the expiration of eighteen months of the period of detention without any such consent, by licence permit the youthful offender or child on the conditions prescribed in this behalf to live with any trustworthy and respectable person named in the licence willing to receive and take charge of him.

Placing out on licence.

Cf. English Children Act, 1908, section 67 (2).

(2) Any licence so granted shall be in force until revoked or forfeited by the breach of any of the conditions on which it was granted.

Cf. English Children Act, 1908, section 67, and Reformatory Schools (India) Act, 1897, section 19.

(3) The managers of the school may at any time by order in writing revoke any such licence, and order the youthful offender or child to return to the school and shall do so at the desire of the person to whom the youthful offender or child is licensed. If the youthful offender or child refuses or fails to return to the school, the managers of the school may, if necessary, arrest or cause to be arrested the youthful offender or child and take him or cause him to be taken back to the school.

Cf. English Children Act, 1908, section 67 (5).

(4) The time during which a youthful offender or child is absent from a certified school in pursuance of a licence under this section shall be deemed to be part of the time of his detention in the school: Provided that, where a youthful offender or child has failed to return to the school on the licence being forfeited or revoked, the time which elapses after his failure so to return shall be excluded in computing the time during which he is to be detained in the school.

Cf. English Children Act, 1908, section 67 (6).

34. (1) When a licence has been revoked or forfeited and the youthful offender or child refuses or fails to return to the school, a court, if satisfied by information on oath that there is reasonable ground for believing that his parent or guardian could produce the youthful offender or child, may issue a summons requiring the parent or guardian to attend at the court on such a day as may be specified in the summons, and to produce the child, and, if he fails to do so without reasonable excuse, he shall, in addition to any other liability to

Power to order parent to produce a youthful offender or child who refuses to return to a school when licence has been revoked.

which he may be subject under the provisions of this Act, be punishable with a fine not exceeding fifty rupees.

(2) Any order directing that a parent or guardian shall pay a fine under this section may be enforced as though it were an order passed under the Code of Criminal Procedure, 1898.

35. Whoever—

Penalty for abetting escape of youthful offender or child.

(*a*) Knowingly assists or induces directly or indirectly an offender or child detained in or placed out on licence from a certified school to escape from the school or from any person with whom he is placed out on licence; or any child or young person to escape from the person to whose custody he is committed under the provisions of this Act;

(*b*) knowingly harbours, conceals, or prevents from returning to school, or to any person with whom he is placed out on licence, or to the person to whose custody he is committed under this Act, a youthful offender, young person or child who has so escaped, or knowingly assists in so doing

shall be punishable with imprisonment for a term which may extend to six months or with a fine not exceeding two hundred rupees, or with both.

Cf. English Children Act, 1908, sections 72 (6) and 22 (1).

36. (1) The Governor in Council may at any time order a youthful offender or a child to be discharged from a certified school, either absolutely or on such conditions as the Governor in Council approves.

Discharge and transfer.

Cf. English Children Act, 1908, section 69.
Cf. Reformatory Schools (India) Act, 1897, section 14 (*a*).

(2) The Governor in Council may order—

Cf, English Children Act, 1908, section 69 (2).
Cf. Reformatory Schools (India) Act, 1897, section 14 (*b*).

(*a*) a youthful offender or child to be transferred from one certified reformatory school to another, or from one certified industrial school to another;

(*b*) a youthful offender under the age of fourteen years detained in a certified reformatory school to be transferred to a certified industrial school;

(*c*) a child over the age of twelve years detained in a certified industrial school, who is found to be exercising an evil influence over the other children in the school or who is guilty of a serious breach of the rules of the school or of escaping from the school, to be transferred to a certified reformatory school.

Provided that the whole period of the detention of the youthful offender or child shall not be increased by the transfer.

Part VI.

Miscellaneous.

37. (1) The Governor in Council may provide for the establishment in any district

Juvenile Courts.

Cf. English Children Act, 1908, section 111 (5).

of one or more separate courts for the hearing of charges against children or young persons or of applications for orders or licences relating to a child or young person at which the attendance of the child or young person is required.

(2) Where no such separate court has been established the court before which a child or young person is brought shall unless the child or young person is charged jointly with any other person not being a child or young person, whenever practicable, sit either in a different building or room from that in which the ordinary sittings of the court are held or on different days or at different times from those at which the ordinary sittings are held.

Cf. English Children Act, 1908, section 111 (1).

38. Where a person, whether charged with an offence or not, is brought before any court otherwise than for the purpose of giving evidence, and it appears to the court that he is a child or young person, the court shall make due inquiry as to the age of that person and for that purpose shall take such evidence as may be forthcoming at the hearing of the case, but an order or judgment of the court shall not be invalidated by any subsequent proof that the age of that person has not been correctly stated to the court, and the age presumed or declared by the court to be the age of the person so brought before it shall, for the purposes of this Act, be deemed to be the true age of that person, and, where it appears to the court that the person so brought before it is of the age of sixteen years or upwards, the person shall for the purposes of this Act be deemed not to be a child or young person.

Presumption and determination of age.

Cf. English Children Act, 1908, section 123 (1), and sections 11 and 16 of Reformatory Schools (India) Act, 1897.

39. (1) In determining the certified school to which a youthful offender or child is to be sent under this Act, the court shall endeavour to ascertain the religious persuasion to which the youthful offender or child belongs and shall, if possible, select a school in which facilities are afforded for instruction in his religion.

Provision as to religious persuasion.

Cf. English Children Act, 1908, section 66.

(2) Where a child or young person is committed to suitable custody under this Act, the court in determining the person to whose custody the child or young person shall be committed shall endeavour in like manner to ascertain the religion of the child or young person and shall, if possible, select a person of the same religion, or a person who gives such undertaking as seems to the court sufficient that the child or young person shall be brought up in accordance with his own religion.

Cf. English Children Act, 1908, section 23.

40. The provisions of chapter XLII of the Code of Criminal Procedure, 1898, shall, so far as may be, apply to bonds taken under this Act.

Cf. The Indian Lunacy Act, 1912, section 94.

41. The conviction of a child or young person shall not be regarded as a conviction for the purposes of any disqualification attaching to convictions of offences.

Removal of disqualification attaching to convictions of offences.

Cf. English Children Act, 1908, section 100.

42. (1) The Governor in Council may make rules for the purpose of carrying into effect the provisions of this Act.

Rules.

(2) In particular, and without prejudice to the generality of the foregoing, such rules may be made with regard to—

(*a*) the establishment, certification and maintenance of reformatory and industrial schools and auxiliary homes;

(*b*) the inspection of certified schools;

(*c*) the duties and powers of the managers of certified schools;

(*d*) the choice of a school;

(*e*) the boarding out, licensing and supervision of children and young persons;

(*f*) the contribution by parents and other persons liable to maintain children and young persons;

(*g*) the disposal and after-care of the inmates of certified schools and the appointment of visitors and their tenure of office;

(*h*) the management of certified schools and auxiliary homes;

(*i*) the education and industrial training of the inmates of certified schools;

(*j*) the conveyance of youthful offenders and children to certified schools;

(*k*) visits to and communication with the inmates of certified schools;

(*l*) the grant of permission to the inmates of certified schools to absent themselves for short periods;

(*m*) the punishment of offences committed by or in relation to the inmates of certified schools;

(*n*) the manner in which a child or young person may be committed to suitable custody and the supervision of such children and young persons;

(*o*) the detention of children and young persons under arrest or remanded or committed for trial; and

(*p*) the procedure to be adopted in juvenile courts.

(3) All rules made under sub-section 2 (*o*) and (*p*) shall be subject to the previous approval of the Governor General in Council.

(4) All rules made under this section shall be published in the local official

gazette and, on such publication, they shall have the same effect as if enacted in this Act.

43. (1) An appeal from an order made by a court under sections 29, 30 or 31 shall lie,

(*a*) if passed by any Magistrate other than a District or a Presidency Magistrate, to a District Magistrate;

(*b*) if passed by a District Magistrate, to the Court of Session;

(*c*) if passed by a Court of Session or a Presidency Magistrate, to the High Court.

(2) No appeal shall lie from any order passed in any such appeal.

(3) Any order passed under the provisions of this Act and not otherwise provided for, may be revised by the High Court.

Cf. English Children Act, 1908, section 22 (1).

44. Any person to whose custody a child or young person is committed under the provisions of this Act shall, whilst the order is in force, have the like control over the child or young person as if he were his parent, and shall be responsible for his maintenance, and the child or young person shall continue in his custody notwithstanding that he is claimed by his parent or any other person.

45. (1) The managers of certified reformatory schools may receive, if and as prescribed, youthful offenders ordered to be sent to a reformatory school by any court or tribunal in the territories of any Native Prince or State in India with the previous sanction of the Governor in Council in each case.

(2) The Governor in Council may order any youthful offender to be transferred from any certified reformatory school in the Madras Presidency to any reformatory school within the territories of any Native Prince or State in India approved by him.

APPENDIX No. 13.

Report of the Local Government Committee on the Transfer of Functions of Poor Law Authorities in England and Wales.

To The Right Honourable CHRISTOPHER ADDISON, M. P.,
Minister of Reconstruction.

Sir,

1. This Committee was appointed in July last, the terms of reference being :—

"To consider and report upon the steps to be taken to secure the better co-ordination of Public Assistance in England and Wales and upon such other matters affecting the system of Local Government as may from time to time be referred to it."

2. The Committee was composed as follows :—

The Right Hon. Sir DONALD MACLEAN, K.B.E., M.P. (*Chairman*),
Mr. R. J. Curtis,
Mr. Robert Donald,
Sir George Fordham,
The Right Hon. Lord George Hamilton, G.C.S.I.,
Mr. G. Montagu Harris,
Mr. Spurley Hey,

Sir ROBERT MORANT, K.C.B.,
Mr. R. C. NORMAN,
Mr. H. G. PRITCHARD,
Sir SAMUEL PROVIS, K.C.B.,
JOHN ROBERTSON, M.D., B.Sc.
Mr. A. V. SYMONDS, C.B.,
The Right Hon. J. H. THOMAS, M.P., and
Mrs. SIDNEY WEBB.

We regret that Sir George Fordham found himself unable to attend the later meetings of the Committee, and that he consequently retired from it.

I.—Introductory.

3. The primary matter referred to us was the consideration of the steps to be taken to secure the better co-ordination of public assistance in England and Wales. It appeared to us desirable in the first instance to deal with the functions of Boards of Guardians and other Poor Law Authorities. We now submit our Report on this subject.

We did not call witnesses, as evidence upon which conclusions could be based was already in existence in the comprehensive Reports of the Royal Commission on the Poor Laws and Relief of Distress, and in subsequent public documents.

II.—The Need for Immediate Action.

4. Although in this Report we are dealing mainly with the Poor Law, we recognise that the urgent need for a better organisation of public assistance is not a matter of Poor Law only. There are, at this moment, a large number of different bodies giving various forms of public assistance out of rates and taxes, with very inexact delimitations of the persons eligible. Many of these bodies deal on different lines, and for different reasons, with members of the same family. There are, for instance, seven different public authorities giving money in the home, leaving out of account the exceptional cases of money payments by the education and health authorities. All these are found contributing towards maintenance in various forms, institutional or other. At least six are providing various forms of medical treatment. Three are giving educational training of one sort or another. The able-bodied unemployed may be subsidised by five of them.

These public bodies, many of them extending over different areas, have, with a few exceptions, no common system of registration of cases; so that even the names of persons receiving assistance from one or more of the bodies may be unknown to some other body which may be considering their case. This absence of common knowledge results in much overlapping, and also in occasional failure to detect cases of need.

5. Not only are there many public authorities dispensing assistance out of the rates and taxes, but new ones are frequently being improvised to meet emergencies. The extent, variety and overlapping of the activities of these various bodies cannot adequately be set out, but there may be, often with little co-ordination between them, dealing with,

infants and maternity	the Board of Guardians. the Local Health Authority.* the Insurance Committee. the Local War Pensions Committee. the Local Education Authority.*
children of school age	the Board of Guardians. the Local Education Authority. the Local War Pensions Committee.
persons of unsound mind or mentally defective.	the Board of Guardians. the Mental Deficiency Authority.* the Asylum Authority.* the Insurance Committee. the Local War Pensions Committee. the Local Education Authority.*
sick persons	the Board of Guardians. the Local Health Authority. the Insurance Committee. the Local War Pensions Committee.
the aged	the Board of Guardians. the Old Age Pensions Committee. the Insurance Committee.

* In some cases these Authorities are the same body acting through different committees.

the able-bodied	.. the Board of Guardians. the Distress Committee. the Employment Exchange (including Unemployment Insurance). the Local Representative Committee. the Local War Pensions Committee.

III.—The Abolition of the Boards of Guardians.

6. We have not attempted in this report to deal with the whole problem of overlapping local authorities in respect of public assistance. We have limited ourselves to the largest and the most intractable case of overlapping, namely, that of the Boards of Guardians, on the one hand, and the County, Municipal and other Health and Education Authorities on the other. We are here faced by overlapping functions and areas, and by conflicting principles of administration. The resulting confusion has been aggravated by the growing popular prejudice against the Poor Law—a prejudice which does less than justice to the devoted work of the Guardians, and the continuous improvement in poor-law administration, especially in respect of the children and the sick. For the last decade Parliament has been unwilling to entrust the Boards of Guardians with new functions, and the provision for new services has had to be made by other Local Authorities—in some cases new Local Authorities—often to the increase of the confusion and overlapping. Further, the classification by institutions and the specialised treatment of recipients of assistance, almost necessarily involve an enlargement of existing areas of administration. The Royal Commission on the Poor Laws and Relief of Distress, which sat for over three years and took a very large amount of evidence, attached great importance to these points; and both the Majority and Minority Reports concurred in recommending the abolition of Board of Guardians and of the Poor Law Union.

We recommend the abolition of the Boards of Guardians and of the Poor Law Union and the merging of all the functions of the Poor Law Authorities in those of the County Council and the County Borough Council, subject to the necessary modifications set out in our Schemes below for London and the other administrative counties.

IV.—Facilities for further Unification.

7. But although the disappearance of the Boards of Guardians would remove the most important case of overlapping, others would remain. Hence, though we confine our recommendations in this report to what is immediately required for the unification of the Poor Law and the County and Municipal services, we have throughout kept in view such an organisation of local Government as would render unnecessary any further multiplication of separate authorities, and would facilitate the further unification of services, which is in our view essential and on which further Reports will be necessary under our Reference. We have adopted for our guidance the principle of concentrating, as far as possible, in one Local Authority for each area, the administration of all expenditure from public funds.

V.—The Unification of Existing Services.

8. It is, however, not sufficient to aim at bringing under one Local Authority in each area all expenditure made from local rates within that area. It is plainly undesirable to perpetuate the existence, even under one Local Authority, of separate staffs, with duplicate institutions, rendering, under different Acts of Parliament, what must be to a large extent the same services whether the persons benefited—the sick and infirm, the children of school age or the lunatics and the mentally deficient—be destitute or non-destitute. It is obviously more economical that the specialised provision to be made for all persons having similar needs should be carried out by a united staff, with its appropriate series of specialised institutions, in alliance with the appropriate voluntary agencies, under the supervision of the appropriate committee of the Council. It would then cease to be necessary to have a duplicate provision for persons in each class of need, *i.e.*, one for those who happen to be, in the technical sense, destitute, and another for those who are not. It happens that the majority of the persons for whom provision has to be made at the expense of the local rates fall into one or other or three main categories, namely, the sick, the children, and persons suffering from physical or mental infirmity, each of which classes is already being dealt with, wholly or partly, by the County and County Borough Councils. The unification of these services would involve the establishment of no new committees, no transfer of specifically poor law powers of the Boards of Guardians, but only some applications and extensions of the Public Health, Education, Lunacy and Mental Deficiency Acts. The opportunity should be taken to provide for the inclusion on the Committees concerned, on the lines of the Education Committee, of persons and representatives of bodies experienced in the various kinds of work to be done, and in the first instance of persons who have been members of a Poor Law Authority. The general mixed workhouse would everywhere cease to exist as an institution, and all the Poor Law buildings of every kind would be transferred to the Councils, to be by them appropriated and

adapted to their several specialised services in whatever way might be found most convenient.

We recommend that—

(a) *The provision at the expense of the rates, with or without Exchequer Grants, for the sick and infirms (including maternity and infancy and the aged requiring institutional care, and all institutions appropriated to any of these) should be made by the Council under Public Health Acts suitably extended. The Council should organise such preventive and curative treatment as the cases individually require by means of their specialised institutions and medical staff.*

(b) *The provision for all children able to attend school (including residential and special schools of all kinds) should be regarded as predominantly a matter of educational training, and should be made by the Local Education Authority under the Education Acts suitably extended.*

(c) *The provision for the mentally deficient, and for persons of unsound mind whether certified or not, including all institutions appropriated to these classes, should be made by the Council under the Lunacy and Mental Deficiency Acts, suitably extended, and through the Committee or Committees administering their powers under these Acts.*

There remain two other classes, for each of which a new Committee would be required.

VI.—The Unemployed Able-Bodied.

9. At the present time the number of able-bodied persons in need of assistance stands at a minimum, owing to the unprecedented demand for men, both for service with the colours and in industry. But however optimistic may be our estimate of trade after the war, and however general may become unemployment insurance and the use of the Employment Exchange, it is unsafe to assume that immediately peace is declared, and at intervals throughout the ensuing decades, a considerable amount of unemployment and consequent destitution or distress requiring public assistance will not arise. It is worth noting that among the unemployed men there will be a number of discharged soldiers. It may be confidently predicted that Parliament and public opinion will not allow the discharged soldiers to be dealt with by a Poor Law Authority, or by any other authority using the Poor Law principle of deterrence. Even before the war a non-poor-law policy had been adopted for the *bona fide* unemployed, for whom Parliament every year from 1907 down to 1914 voted special subventions to be administered by the authorities under the Unemployed Workmen Act. Upon the outbreak of the war, it was decided that persons whose distress was due to the war, should not be left to the Poor Law, and a new organisation was improvised for the relief of war distress, with a new set of "Local Representative Committees" administering a national fund voluntarily subscribed for the purpose, and to be supplemented in case of need out of moneys voted by Parliament.

10. Apart from these new Local Representative Committees, there are, at present, two statutory Local Authorities providing, at the expense of the local rates, specialised treatment for persons who are described as "Able-bodied" or "Unemployed"—that is to say, for persons, not being children of school age, who are neither sick nor infirm nor yet certifiable as of unsound mind or mentally deficient—namely, the Board of Guardians, and the Distress Committee (or Central Unemployed Body) under the Unemployed Workmen Act. The provision thus made cannot in either case be deemed satisfactory, and the overlapping and potential rivalry may easily become calamitous. There seems no reason why, in place of the Board of Guardians and of the Distress Committee, there should not be a new committee of the Council to which the requisite statutory powers could be entrusted.

11. We do not suggest that the Council should be given any powers of compulsion or detention with regard to this class; but new powers, without which our proposals would be incomplete, will undoubtedly be required for dealing with recalcitrant persons. We deal further with the subject in connection with vagrancy in the appendix to which we draw attention (*see* page 26). But we think that the Government should institute as speedily as possible an inquiry into the nature of these powers of compulsion and detention, and the authority to which they should be entrusted.

We recommend that the County or County Borough Council, as the case may be, should be required to appoint, in substitution for the existing authorities under the Poor Law and under the Unemployed Workmen Act, a new Committee, to be entitled "The Prevention of Unemployment and Training Committee," formed on the lines of the Education Committee, and including representatives of Employers Associations and of Organised Labour. The Committee should exercise the powers of the Council as to (i) preventing unemployment (so far as practicable, and subject to service requirements and due economy) by procuring such a rearrangement of the Council's works and services as to regularise the local demand for labour; (ii) facilitating through the Employment Exchanges the finding of situations; (iii) making use of any form of educational training

in co-operation as much as possible with the Education Committee; (iv) assisting migration; and (v) creating and administering, whether by themselves or in federation with other Local Authorities, any specialised provision of the kind required by the unemployed.

VII.—Persons receiving Home Assistance.

12. Finally there is the considerable class of persons for whom the appropriate form of assistance is a grant in money or kind (sometimes accompanied by specialised treatment or training), whilst they continue to live in their own homes. During the past decade there have been successively created the following additional classes of persons receiving assistance, (i) the Old Age Pensioners; (ii) the children provided with meals under the Education (Administrative Provisions) Act; (iii) the persons in distress due to the war; (iv) the soldiers' dependants in receipt of supplementary allowances; and (v) the discharged soldiers and their dependants receiving allowances and special grants or pensions by reason of their pecuniary circumstances. Eligibility for most of these forms of assistance is dependant on pecuniary circumstances, and all the cases entail some sort of investigation. The public authorities concerned all draw their funds from the rates and taxes; but each frequently acts without knowledge of what the others are doing, whilst each makes its own enquiries and comes to its own decision as to the position, claims, and needs of the same families. There is usually no common register of cases, so that it is quite possible for the same family to be simultaneously receiving public funds from several authorities, without each authority knowing that the others are also dealing with the case.

13. There is thus a complex evil, involving (*a*) unnecessary expenditure on assistance and administration; (*b*) unnecessary multiplication of enquiry officers and pay-clerks; (*c*) annoyance to the recipients of repeated enquiries from different authorities; (*d*) failure in many cases, owing to lack of organisation and staff, to make the payments promptly or regularly; and (*e*) the temptation to fraud afforded to the applicants by the failure of the overlapping authorities to discover what each is doing. And the evil is a growing one. It is not improbable that after the war Parliament may be importuned to extend public assistance to special classes of persons whom popular feeling will not allow to be associated with the existing poor law system; and this may result in the addition of yet other new administrative bodies. Clearly what is needed is that, before the mischief goes any further, steps shall be taken to concentrate all work of this kind in one Committee, which will at the same time be suitable for dealing with any analogous services in the future. We may add that it seems to us desirable that to this Committee should also be assigned certain duties of general supervision for the reason that it is the only unspecialised Committee and deals with all classes of applicants for assistance in the above sense. Moreover, it alone has the opportunity, through its special knowledge of the home circumstances, of forming an opinion as to what is best for the family as a whole, in the interests both of the family and of the community. This supervision should apply to families where any member is in receipt of any form of assistance in money, kind, or service, wholly or partly provided out of rates or taxes, eligibility for which is dependent on the pecuniary need of the person or family concerned, or for which payment is legally recoverable. In no other way can we secure that proper regard is paid to the circumstances of the family as a unit apart from the specialised treatment of its individual members.

VIII.—The Home Assistance Committee.

14. For the moment we confine our proposals to the work of the Boards of Guardians in dispensing Out-door Relief, which, we think, should be undertaken by a new Committee of the County or County Borough Council, to be styled the Home Assistance Committee.

This Committee would consider all applications for Home Assistance—that is, grants in money or kind in the home—and would have the responsibility of considering whether the condition of the applicant or that of any of his dependants was such as to render it desirable that he should receive specialised treatment which could be afforded to him in an institution, such as a hospital, an asylum, or a school or other training establishment. If the Home Assistance Committee thought that the case was one in which institutional treatment would be preferable to Home Assistance, the Committee would seek admission for the patient to any institution appropriate to his condition, whether under the management of the Council itself, of any other Council, or of voluntary agencies, the Committee making for this purpose any necessary payments. The general supervision we have above described should also be assigned to the Home Assistance Committee for the reasons already indicated.

15. In view of the popular prejudice against the Poor Law and of the importance of facilitating the future unification under the Home Assistance Committee of other grants in money or kind in the home, it may be preferable to confer all necessary powers on the Home Assistance Committee by new legislation.

We recommend that the County or County Borough Council, as the case may be, should be required to appoint a new Committee, to be styled "the Home Assistance Committee," formed on the lines of the Education Committee (including persons experienced in the work to be done, and, in the first instance, some who have been members of Poor Law Authorities), which should

be charged with (i) *the duty of making the necessary enquiries into the economic circumstances of applicants for or recipients of any form of assistance in money, kind, or service, wholly or partly provided out of rates or taxes, eligibility for which is dependent on the pecuniary need of the person or family concerned, or for which payment is legally recoverable;* (ii) *general supervision of recipients of such assistance and their dependants;* (iii) *the administration of all such assistance in money or kind given in the home of the applicant;* (iv) *the exercise of the powers of the guardians of acquiring the rights and powers of parents as regards any children maintained by them who are orphans or whose parents are unfit to have the care of them;* (v) *the duty of seeking in co-operation with the appropriate committee institutional treatment for any applicant or the dependant of any applicant for whom such treatment is required;* (vi) *the recovery from persons liable by law of expenses in respect of accommodation, maintenance, treatment, and services rendered; and* (vii) *the duty of keeping a register (which should not be open to public inspection) of all families within the area, any member of which is in receipt of assistance as above defined, together with particulars of such assistance.*

IX.—Compensation for Officers displaced or injuriously affected.

16. There would be available for absorption into the staffs of the County and County Borough Councils in the performance of their enlarged duties the extensive staffs of the Poor Law Authorities. These Poor-Law officers, who include among their number not only administrators of great experience, but also medical men, nurses and teachers, and officers trained in investigation, registration, and the distribution of relief of various kinds, are at present rendering valuable services to the community; and they are entitled to be treated with every consideration. They should all be properly provided for in schemes to be approved by the Local Government Board. We imagine that most of them would be taken over, along with the institutions or services to which they are now attached, by the authorities to which these institutions and services are transferred. But in every case there should be an option both to the new authority and to the officers concerned as to whether a transfer should in fact take place. Provision should be made for safeguarding their interests, and for their compensation whenever any of them suffer direct pecuniary loss.

We recommend that the officers of the Poor Law Authorities should be transferred to the the County and County Borough Councils under schemes to be approved by the Local Government Board, the Councils and the officers both having an option as to transfer; and that suitable provision should be made for the adequate compensation of all such officers as may suffer direct pecuniary loss owing either to abolition of office or to a diminution or loss of emoluments in fees, salary, or allowances. The tenure of office and all rights of superannuation of existing officers who are transferred should be fully protected.

X.—Supplementary Provisions.

We recommend that the property and liabilities of all Poor Law Authorities should be allocated among the Councils concerned, or any combinations of them, by the Local Government Board, or by some person appointed by them, after these Councils have had an opportunity of effecting a mutual arrangement.

17. Moreover, certain other duties of the Boards of Guardians, notably those relating to the appointment of the Assessment Committee, Vaccination and the Registration of Births and Deaths, need to be specifically transferred to the Councils.

We recommend that pending the amendment of the law relating to the valuation of property, the power of appointing the Assessment Committees should be transferred to the County and County Borough Councils, and throughout London to the Metropolitan Borough Councils. The Council should determine through which of their committees, not being the Home Assistance Committee, they will administer any functions of the Boards of Guardians or combinations of Boards of Guardians (including those under the Vaccination and Births and Deaths Registration Acts) not already specified; provided that all functions relating to Health, Education, the provision for Lunacy and Mental Deficiency and the provision for Unemployment respectively should be administered exclusively under the several Acts relating thereto, suitably extended, and through the Committees dealing with such Acts.

XI.—Application of the Proposals to the existing Local Authorities.

18. It will be seen that the fundamental principles which we have followed are— put broadly—(i) the concentration, as far as practicable, in one authority in each area, of the responsibility for all administration of services from local rates; (ii) the absorption of the work of the Poor Law Authorities by existing County and Municipal Authorities, and the abolition of the general mixed workhouse; (iii) the concentration in one committee in each area, to be called the Home Assistance Committee, of all grants in money or kind in the home; and (iv) the concentration in the Public Health Committee of the Council of all provision for the

sick and infirm, in the Education Committee of all provision for children of school age, and in the Asylums Committee of all provision for persons of unsound mind, always under the several specialised Acts.

19. The manner in which it is intended that these principles should be applied to the existing local authorities will appear from the three Schemes which we have drawn up for the County Boroughs, for London, and for the other Administrative Counties respectively (*see* pages 90 to 97). The application of the principles in the case of County Boroughs raises no special difficulties, since the Town Council is already the one authority for the whole area; but London and other Administrative Counties need special consideration, as the existence of the several authorities within the County somewhat complicates the problem.

20. In the case of the Administrative County of London, we have set out in the Scheme what seems to us the best distribution of the functions of the Poor Law Authorities between the County Council, on the one hand, and the Metropolitan Borough Councils (including the Corporation of the City of London) on the other. We have also indicated the financial relations that we think should exist between them. We think also that the Central Unemployed Body and the Distress Committees should cease to exist, and be replaced by the new Prevention of Unemployment and Training Committee which we have recommended.

21. In the case of the Administrative Counties other than London, we propose, in the first place, to put boroughs and urban districts having a population exceeding 50,000 in the same position of autonomy as if they were county boroughs.

22. For the remainder of the county area we propose that the County Council should be the sole authority for the provision of specialised treatment for the unemployed and for the care of persons suffering from mental infirmity. Home Assistance should, we consider, be administered uniformly throughout each county, at the expense of the County Fund, by a Home Assistance Committee of the County Council with District Committees subject to its supervision and authority. Children will, for purposes of education, come automatically under the County Council acting as the Local Education Authority with suitably extended powers, except in the areas of Authorities having powers under Part III of the Education Act, 1902, who will in those cases be responsible for the education of the children so far as those powers extend.

23. The remaining service, that of the provision to be made at the expense of the rates for the sick and infirm, presents greater dificulties owing to the fact that the County Council are only to a limited extent a Public Health Authority, and that the Borough and Urban and Rural District Councils have their own Medical Officers of Health and sanitary staff.

24. We are confining our recommendations to the services hitherto undertaken by the Boards of Guardians, but it is impossible to provide efficiently and economically for such services without taking account, according to the actual circumstances of each county, of the existing provision for the sick that is already made under the Public Health Acts. We suggest that each County Council should be required to prepare, after consultation with the various authorities within its area, a scheme, for the approval of the Local Government Board, showing how it is proposed that the provision for the sick and infirm (including maternity and infancy, and the aged needing institutional care) hitherto provided under the Poor Law should be carried out for every part of the county. As a general principle it is desirable that the whole expense of these services should be borne by the county fund, and that the County Council should provide and maintain all the institutions, appoint and pay the staffs, and appoint District Committees for local administration under its supervision. Where, however, a Borough or Urban District has already a hospital, or is already administering any particular health service with efficiency, it might be accorded (in lieu of the County) the functions hitherto undertaken in respect of that service by the Guardians, if it so desired and was willing to bear the whole expense from its own local rates—the County expenditure on the corresponding services in the rest of the County area being then charged as for special county purposes. This should, however, in no case be arranged in respect of any Borough under 10,000, or of any Urban District under 20,000 population, for the reason that in the case of all such services as hospitals a large area is needed for economical and efficient provision and administration and the distribution of the powers here contemplated amongst all the 1,700 borough, urban and rural councils, would render this impossible.

XII.—The Importance of Complete Unification.

25. We suggest that, if such a scheme of unification as we now propose had been carried out 10 years ago, it would not have been necessary either to have instituted such overlapping services as Old Age Pensions or school feeding, or to have established such new Local Authorities as the Local Representative Committee, and the Local War Pensions Committee. The administration of the Old Age Pensions Act would naturally have been entrusted to the Home Assistance Committee, which could easily have appointed a sub-committee to deal with this special class, the investigation of the pecuniary resources of the applicants being undertaken

by the Committee's trained staff. The same staff, aided by the Committee's Common Register of Public Assistance, could have dealt promptly with the relief of the families of the children at school noticed by the teachers as suffering from insufficient food. On the outbreak of war the same Committee, with the Common Register at its disposal, could have been utilised for the relief of the distress in the home, while the Prevention of Unemployment and Training Committee could have provided the "women's workrooms" and other institutions for training which were opened under the auspices of the special organisation set up to deal with distress due to the war. On the mobilisation of the army, the staff at the disposal of the Home Assistance Committee, with its Common Register of Public Assistance, would have been of great service in dispensing week by week the separation allowances. At the same time the Committee could, by the aid of a new sub-committee, in which could have been included representatives of the Soldiers' and Sailors' Families Association and similar bodies, have looked after all the families in the case of whom, from whatever cause, any question arose as to their allowance. The Home Assistance Committee would equally have been available for looking after the discharged soldier, paying him his pension and succouring him when the pension was delayed.

26. Looking to the future, it may be suggested that the existence of a Home Assistance Committee entirely unconnected with the Poor Law, and free from any suspicion of using the "Workhouse Test," or the policy of "deterrence," would permit of the merging with it at some future date, both of the Old Age Pensions Committee of the Council and of the Local War Pensions Committee under the Ministry of Pensions; it would obviate the institution of any new authority or new committee for any new analogous purposes hereafter proposed; and it would stand ready for use, in any new emergency, for the local administration of any national fund.

27. The adoption of more suitable areas of administration is no less important than the unification of services. The expenditure on Public Assistance has grown enormously in the last 25 years, and included in this expenditure is an increase of 6½ millions per annum on Poor Law Relief, which is due in the main to the demand for a higher standard of administration, and particularly to the recognition of the advantage of classification and the appropriate treatment of various classes of recipients of relief, to which both the Majority and Minority Reports of the Royal Commission attributed so much importance. The expenditure on Public Assistance is partly central and partly local, but, as the Committee on Retrenchment in the Public Expenditure (Cd. 8200) observed, "if the national resources are to be conserved" to the fullest possible extent, it is of course necessary that every practicable economy should be secured in local as well as in central administration." Such economy cannot be secured unless the whole expenditure out of public funds on Public Assistance is so accounted for that it can be kept under continuous observation in total as well as in detail. The unification of Public Assistance services which we recommend would greatly facilitate such a system of accounting.

28. But whatever measures of economy may be necessary we cannot contemplate any withdrawal or reduction of services, advantageous to the community as a whole, which have been conferred by recent legislation. On the contrary, we are disposed to think that the effect of the war will be to stimulate the demand for the improvement of social conditions. If the fulfilment of that demand is to be reconciled with the duty of securing both economy and efficiency in public expenditure, it appears to us imperatively necessary that the reorganisation of public assistance, which we have recommended, should previously have been carried out, based, as we have shown, upon the unification of services, the reduction in the number of separate authorities and the choice of the most suitable area of administration.

XIII.—Schemes.

29. The following are the Schemes drawn up by us for applying to the County Boroughs, the County of London, and the other Administrative Counties, the principles and recommendations set out above:—

SCHEME (A)—County Boroughs.

Scheme for the Transfer of the Functions of Poor Law Authorities in County Boroughs.

(1) In each County Borough all functions, property, staff, etc., of the Boards of Guardians, Joint Committees of Boards of Guardians, and Managers of Poor Law School Districts (hereinafter referred to as Poor Law Authorities) should be transferred to the Town Council.

(2) In each County Borough there should be—

(*a*) A Home Assistance Committee, and

(*b*) A Prevention of Unemployment and Training Committee,

appointed by the Town Council on the lines of the Education Committee,* and generally in a similar relation to the Town Council.

(3) The Town Council, acting through the Home Assistance Committee, should be charged with—

(*a*) The duty of making the necessary enquiries into the economic circumstances of applicants for, or recipients of, any form of assistance in money, kind, or service, wholly or partly provided out of rates or taxes, eligibility for which is dependent on the pecuniary need of the person or family concerned, or for which payment is legally recoverable.

(*b*) The general supervision of all recipients of such assistance and their dependants.

(*c*) The exercise of the powers of Boards of Guardians under the Poor Law Acts of 1889 and 1899 of acquiring the rights and powers of the parent as regards any children maintained by them who are orphans or whose parents are unfit to have the care of them.

(*d*) The administration of all assistance (as above defined) in money or kind given in the home of the recipient.

(*e*) The duty of seeking, in co-operation with the appropriate Committee, institutional treatment for any applicant or the dependant of any applicant for whom such treatment is required.

(*f*) The recovery from persons liable by law of expenses in respect of accommodation, maintenance, treatment, and services rendered.

(*g*) The duty of keeping a register (which should not be open to public inspection) of all families in the Borough any member of which is in receipt of assistance (as above defined), together with particulars of such assistance.

(4) The duties of the Home Assistance Committee as regards inquiry, supervision, and administration should not apply in the case of any payments made by the Local Education Authority in respect of such matters as scholarships, bursaries, and grants towards the training of teachers.

The Committee should also be specifically excluded from administering any institution.

(5) Medical assistance in the home should be given by the staff of the medical officer of health under Public Health Acts suitably extended.

(6) The Town Council, acting through the Prevention of Unemployment and Training Committee, should be charged with :—

(*a*) The prevention, as far as possible, of unemployment in the Borough by the organisation of the various undertakings and services of the Council in such a way that, subject to service requirements and to due economy, as much work as practicable may be done in the recurrent seasons and years in which the demand for labour in the Borough would otherwise be below the average. For this purpose regard should be had to the state of the labour market, and to any information received as to the steps which are being taken by the Government to prevent the occurrence of unemployment.

(*b*) The decision as to the kind of training (institutional or other) to be given to any able-bodied person requiring assistance by reason of his unemployment, in addition to, or substitution for, home assistance.

(*c*) The establishment and administration by the Town Council, either alone or in combination with the Councils of other County Boroughs or of Counties, of such specialised provision as may be deemed advisable for the training of such able-bodied persons.

(*d*) The assistance of migration in suitable cases.

(7) Institutions transferred from the Poor Law Authorities should be appropriated by the Town Council as they think fit for the purposes of any functions exerciseable by them, and should be administered as follows, *viz.* :—

(*a*) Institutions appropriated for the sick, the aged, maternity and infants through the Committee of the Council dealing with public health.

(*b*) Schools for normally healthy children through the Education Committee.

(*c*) Other institutions appropriated for such children, or for other classes of children, through such Committee, other than the Home Assistance Committee, as the Town Council may in each case determine.

(*d*) Institutions appropriated for mental defectives or for persons of unsound mind through the Committee dealing with such cases.

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* By referring to the analogy of the Education Committee in connection with the new Committees under the Scheme it is not intended to prevent the Council from making whatever arrangements they deem desirable for the exercise of functions ancillary to the main purpose of these Committees. Thus, *e.g.*, the appointment of staff, purchasing stores, etc., might be referred to appropriate other Committees.

(8) Any institution to which paragraph (7) applies, and any functions of the Town Council with regard to any class mentioned in that paragraph, should be administered through the committee therein referred to in relation to that class, under the Acts relating to Public Health, Education, Mental Deficiency and Lunacy respectively, with such suitable extensions as may be necessary.

(9) Pending the amendment of the law relating to the valuation of property, the Town Council should appoint the Assessment Committee.

(10) The Town Council should determine through which of their Committees, other than the Home Assistance Committee, any functions of the Poor Law Authorities not already specified (including those under the Vaccination Acts and the Births and Deaths Registration Acts) should be administered.

(11) Any Committee through whom any functions transferred to the Town Council from the Poor Law Authority are administered should include men and women and representatives of bodies (not being members of the Town Council), possessing experience of various kinds in the work to be done, and in the first instance persons who have been members of a Poor Law Authority. The Prevention of Unemployment and Training Committee should also include representatives of Employers' Associations and of Organised Labour.

(12) A scheme on the above lines should be prepared by the Town Council of each County Borough and submitted to the Local Government Board for approval.

(13) The Town Council of any County Borough should be empowered to combine with any other Council to whom functions of Poor Law Authorities are transferred, for any purpose under this Scheme, and to submit, for the approval of the Local Government Board, a scheme for the exercise of the functions involved.

(14) The property and liabilities of Poor Law Authorities should be allocated between the Town Councils and the County Councils concerned, or between a combination of those Councils, by the Local Government Board, or by some person appointed by them, after these Councils have had an opportunity of effecting a mutual arrangement.

(15) The Officers of the Poor Law Authorities may be transferred to the new authorities under schemes approved by the Local Government Board, and provision should be made for adequate compensation to officers who suffer direct pecuniary loss by abolition of office or by diminution or loss of fees or salary. But in every case there should be an option both to the new authority and to the officer concerned as to whether such a transfer should, in fact, take place. The tenure of office and all rights of superannuation of existing officers transferred to the new authorities should be fully protected.

SCHEME (B)—LONDON.

SCHEME FOR THE TRANSFER OF THE FUNCTIONS OF POOR LAW AUTHORITIES IN THE COUNTY OF LONDON.

I.—ADMINISTRATION.

(1) The functions of the Boards of Guardians, of the Metropolitan Asylums Board and of the Managers of any Sick Asylum District, or Poor Law School District in London (hereinafter referred to as Poor Law Authorities), should be divided between the County Council and the Borough* Councils, in accordance with a scheme to be framed by the County Council after consultation with the Borough Councils. The scheme should be submitted to the Local Government Board for approval, and should be framed on the following lines:—

Local Administration: Borough Councils.

(2) In each borough a Home Assistance Committee should be appointed by the Borough Council on the lines of an Education Committee,† and generally in a similar relation to the appointing Council.

(3) The Borough Council acting through the Home Assistance Committee should be charged with:—

(*a*) The duty of making the necessary enquiries into the economic circumstances of applicants for, or recipients of, any form of assistance in money, kind, or service, wholly or partly provided out of rates or taxes, eligibility for which is dependent on the pecuniary need of the person or family concerned, or for which payment is legally recoverable.

(*b*) The general supervision of all recipients of such assistance and their dependants.

* The expression "Borough Councils" is intended throughout to include the Corporation of the City of London.

† By referring to the analogy of the Education Committee in connection with the new Committees under the Scheme it is not intended to prevent the Council from making whatever arrangements they deem desirable for the exercise of functions ancillary to the main purpose of these Committees. Thus, *e.g.*, the appointment of staff, purchasing stores, etc., might be referred to appropriate other Committees.

(*c*) The exercise of the powers of Boards of Guardians under the Poor Law Acts of 1889 and 1899 of acquiring the rights and powers of the parent as regards any children maintained by them who are orphans, or whose parents are unfit to have the care of them.

(*d*) The administration of all assistance (as above defined) in money or kind given in the home of the recipient.

(*e*) The duty of recommending to the County Council the cases of applicants for assistance (as above defined) or their dependants who are in need of institutional treatment or training.

(*f*) The recovery from persons liable by law of expenses in respect of accommodation, maintenance, treatment, and services rendered.

(*g*) The duty of keeping a register (which should not be open to public inspection) of all families in the borough any member of which is in receipt of assistance (as above defined), together with particulars of such assistance.

(4) The duties of the Home Assistance Committee as regards inquiry, supervision, and administration should not apply in the case of any payments made by the Local Education Authority in respect of such matters as scholarships, bursaries, and grants towards the training of teachers.

(5) Medical assistance in the home should be given by the staff of the Medical Officer of Health under Public Health Acts suitably extended.

(6) Pending the amendment of the law relating to the valuation of property, the Borough Council should appoint the Assessment Committee in all cases.

(7) The functions of the Guardians under the Vaccination Acts and the Births and Deaths Registration Acts should be transferred to the Borough Councils.

Central Administration: the County Council.

(8) There should be—

(*a*) a Central Assistance Committee, and

(*b*) a Prevention of Unemployment and Training Committee,

appointed by the County Council on the lines of the Education Committee,* and generally in a similar relation to the Council.

(9) The County Council, acting through the Central Assistance Committee, should be charged with—

(*a*) The duty of laying down policy and rules of local administration for the exercise of the functions specified in paragraph (8).

(*b*) The duty of securing at their discretion (where not otherwise provided) suitable institutional treatment for cases recommended by the Home Assistance Committees of the Borough Councils.

(10) The County Council, acting through the Prevention of Unemployment and Training Committee, should be charged with:—

(*a*) The prevention as far as possible of unemployment in the county by the organisation of the various undertakings and services of the Council in such a way that, subject to service requirements and to due economy, as much work as practicable may be done in the recurrent seasons and years in which the demand for labour in the county would otherwise be below the average. For this purpose regard should be had to the state of the labour market, and to any information received as to the steps which are being taken by the Government to prevent the occurrence of unemployment.

(*b*) The decision as to the kind of training (institutional or other) to be given to any able-bodied person requiring assistance by reason of his unemployment, in addition to, or in substitution for, home assistance.

(*c*) The establishment and administration by the County Council, either alone or in combination with the Councils of other counties or of county boroughs, of such specialised provision as may be deemed advisable for the training of such able-bodied persons.

(*d*) The assistance of migration in suitable cases.

(11) Institutions transferred from the Poor Law Authorities should be appropriated by the County Council as they think fit for the purposes of any functions exercisable by them, and should be administered as follows:—

(*a*) Institutions appropriated for the sick, the aged, maternity cases, and infants through the Public Health Committee of the County Council.

(*b*) Schools for normally healthy children through the Education Committee.

(*c*) Other institutions appropriated for such children, and institutions for other classes of children through such committee, other than the Central Assistance Committee, as the County Council may in each case determine.

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* By referring to the analogy of the Education Committee in connection with the new Committees under the Scheme it is not intended to prevent the Council from making whatever arrangements they deem desirable for the exercise of functions ancillary to the main purpose of these Committees. Thus, *e.g.*, the appointment of staff, purchasing stores, etc., might be referred to appropriate other Committees.

M H 1484—24

(*d*) Institutions appropriated for persons of unsound mind or for mental defectives through the Asylums and Mental Deficiency Committee.

(12) The County Council should determine through which of their Committees any functions of the Poor Law Authorities not already specified should be administered.

Acts to be made applicable. Constitution of Committees.

(13) Any institution to which paragraph (11) applies should be administered through the Committee therein referred to in relation to that class under the Acts relating to public health, education, lunacy, and mental deficiency, respectively, with such suitable extensions as may be necessary.

(14) The Home Assistance Committees of the Borough Councils, the Central Assistance Committee, and the Prevention of Unemployment and Training Committee of the County Council, and the Public Health Committees of the Borough Councils and of the County Council should include men and women, and representatives of bodies (not being members of the Council), possessing experience of various kinds in the work to be done, and, in the case of the first Committees, persons who have been members of Poor Law Authorities. The Prevention of Unemployment and Training Committee should also include representatives of Employers' Associations and of Organised Labour.

II.—Finance.

(15) The expenses of home assistance in each borough should be subject to the control of the Finance Committee of the Borough Council, and should be charged to the general rate of the borough, provided that where the County Council are satisfied that—

(*a*) an adequate and suitable staff is appointed; and

(*b*) the administration is conducted efficiently, economically and on approved principles,

the County Council should repay to the Borough Council two-thirds of the expenses properly incurred within an approved estimate.

(16) The expenses of assistance (as defined in paragraph (3) (*a*)) borne centrally should be expenses of the County Council, subject, like other expenses of the Council, to the regulation and control of the Finance Committee of the Council, in accordance with section 80 (3) of the Local Government Act, 1888. They should include :—

(*a*) The proportion of local expenses repaid to the Borough Councils.

(*b*) The cost of central administration under this Scheme, whether incurred through the Central Assistance Committee, the Prevention of Unemployment and Training Committee or otherwise.

(*c*) The cost of training; the cost of securing treatment in outside institutions where a charge is made; and the cost of accommodation, treatment, and maintenance in institutions belonging to the County Council, except in cases where such accommodation, etc., is available for the general public free of charge. Provided that where expenses are recoverable from persons legally liable, the total amount due should be paid to the County Council by the Borough Council charged with the recovery.*

(17) Any grants which may be made from the National Exchequer in aid of services referred to in this Scheme should be paid to the County Council.

(18) Each Borough Council should be required to show separately on the demand notes the total rate to be levied in the borough for assistance expenses (as defined in paragraph (3) (*a*)) incurred both locally and centrally.

III.—Property and Staff.

(19) The property and liabilities of the Poor Law Authorities in London should be allocated between the County Council and the various Borough Councils by the Local Government Board, or by some person appointed by them, after the authorities concerned have had an opportunity of effecting a mutual arrangement.

(20) The Officers of the Poor Law Authorities may be transferred to the new authorities under schemes approved by the Local Government Board, and provision should be made for adequate compensation to officers who suffer direct pecuniary loss by abolition of office, or by diminution, or loss of fees or salary. But in every case there should be an option, both to the new authority and to the officer concerned, as to whether such a transfer should, in fact, take place.

The tenure of office and all rights of superannuation of existing officers transferred to the new Authorities should be fully protected.

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* In cases where the County Council are satisfied that such reimbursements are irrecoverable from the persons liable, the debt should be written off as in the case of other irrecoverable debts.

SCHEME (C)—COUNTIES OUTSIDE LONDON.

SCHEME FOR THE TRANSFER OF THE FUNCTIONS OF POOR LAW AUTHORITIES IN ADMINISTRATIVE COUNTIES OUTSIDE LONDON.

(1) Except as hereafter provided, in each administrative county all functions, property, staff, etc., of Boards of Guardians, Joint Committees of Boards of Guardians and Managers of Poor Law School Districts (hereinafter referred to as Poor Law Authorities) should be transferred to the County Council.

(2) A borough or urban district with a population of over 50,000 should be in the same position as a county borough under the Scheme for the transfer of the functions of Poor Law Authorities in County Boroughs.

(3) In each administrative county there should be—

(*a*) A Home Assistance Committee, and

(*b*) A Prevention of Unemployment and Training Committee,

appointed by the County Council, on the lines of the Education Committee* and generally in a similar relation to the County Council.

(4) The County Council acting through the Home Assistance Committee should be charged with:—

(*a*) The duty of making the necessary enquiries into the economic circumstances of applicants for or recipients of any form of assistance in money, kind, or service, wholly or partly provided out of rates or taxes, eligibility for which is dependent on the pecuniary need of the person or family concerned, or for which payment is legally recoverable.

(*b*) The general supervision of all recipients of such assistance and their dependants.

(*c*) The exercise of the powers of Boards of Guardians under the Poor Law Acts of 1889 and 1899 of acquiring the rights and powers of the parent as regards any children maintained by them who are orphans, or whose parents are unfit to have the care of them.

(*d*) The administration of all assistance (as above defined) in money or kind given in the home of the recipient.

(*e*) The duty of seeking in co-operation with the appropriate Committee institutional treatment for any applicant or the dependant of any applicant for whom such treatment is required.

(*f*) The supervision of the work of the District Committees referred to in paragraph (8).

(*g*) The recovery from persons liable by law of expenses in respect of accommodation, maintenance, treatment, and services rendered.

(*h*) The duty of keeping a register (which should not be open to public inspection) of all families in the county any member of which is in receipt of assistance as above defined, together with particulars of such assistance.

(5) The duties of the Home Assistance Committee as regards enquiry, supervision and administration should not apply in the case of any payments made by the Local Education Authority in respect of such matters as scholarships, bursaries and grants towards the training of teachers.

The Committee should also be specifically excluded from administering any institution.

(6) Medical assistance in the home should be given by the staff of the County Medical Officer of Health under Public Health Acts suitably extended.

Provided that the Local Government Board may, if they think fit, on the application of the Council of any non-county borough with over 10,000 population, or of any urban district with over 20,000 population, direct that such functions relating to medical services as the Board may determine shall be exercised by the Council of such borough or urban district instead of by the County Council.

(7) The County Council acting through the Prevention of Unemployment and Training Committee should be charged with:—

(*a*) The prevention as far as possible of unemployment in the county by the organisation of the various undertakings and services of the Council in such a way that, subject to service requirements, and to due economy, as much work as practicable may be done in the recurrent seasons and years, in which the demand for labour in the county would otherwise be below the average. For this purpose regard should be had to the state of the Labour Market, and to any information received as to the steps which are being taken by the Government to prevent the occurrence of unemployment.

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*By referring to the analogy of the Education Committee in connection with the new Committees under the Scheme it is not intended to prevent the Council from making whatever arrangements they deem desirable for the exercise of functions ancillary to the main purpose of these Committees. Thus, *e.g.*, the appointment of staff, purchasing stores, etc., might be referred to appropriate other Committees.

(*b*) The decision as to the kind of training (institutional or other) to be given to any able-bodied person requiring assistance by reason of his unemployment, in addition to, or in substitution for, home assistance.

(*c*) The establishment and administration by the County Council, either alone or in combination with the Councils of other counties or of county boroughs, of such specialised provision as may be deemed advisable for the training of such able-bodied persons.

(*d*) The assistance of migration in suitable cases.

(8)—(*a*) District Committees of the Home Assistance Committee should be appointed by the County Council for such county districts, or combination of county districts, as shall be fixed by the County Council, and should discharge such functions as may be delegated by the Home Assistance Committee and the Prevention of Unemployment and Training Committee respectively.

(*b*) A District Committee should consist of—

(1) Members of the County Council representing or resident in the district who consent to serve.

(2) Borough or other district councillors.

(3) Men and women possessing experience of various kinds in the work to be done, and in the case of the first Committee, persons who have been members of a Poor Law Authority.

(9) Institutions transferred from the Poor Law Authorities should be appropriated by the County Council as they think fit for the purposes of any functions exercisable by them; and should be administered as follows, *viz.* :—

(*a*) Institutions appropriated for the sick, the aged, maternity cases and infants, through the Committee of the Council dealing with public health.

(*b*) Schools for normally healthy children through the Education Committee.

(*c*) Other institutions appropriated for such children and institutions for other classes of children through such Committee other than the Home Assistance Committee as the County Council may in each case determine.

(*d*) Institutions appropriated for mental defectives or for persons of unsound mind through the Committee dealing with such cases.

(10) Any institution to which paragraph (9) applies and any functions of the County Council with regard to any class mentioned in that paragraph should be administered through the Committee therein referred to in relation to that class under the Acts relating to public health, education, mental deficiency, and lunacy respectively, with such suitable extensions as may be necessary.

(11) Pending the amendment of the law relating to the valuation of property, the power of appointing the Assessment Committees should be transferred to the County Council.

(12) The County Council should determine through which of their Committees (other than the Home Assistance Committee) any functions of the Poor Law Authorities not already specified (including those under the Vaccination Acts and the births and Deaths Registration Acts), should be administered.

(13) Any Committee through whom any functions transferred to the County Council from the Poor Law Authorities are to be administered should include men and women, and representatives of bodies (not being members of the County Council), possessing experience of various kinds in the work to be done, and in the first instance persons who have been members of a Poor Law Authority.

To the Home Assistance Committee should be added representatives of the District Committees appointed under paragraph 8, and the Prevention of unemployment and Training Committee should include representatives of Employers' Associations and of Organised Labour.

(14) A scheme on the above lines should be prepared by the Council of each county, and submitted to the Local Government Board for approval.

(15) The County Council should be empowered to combine with any other Council to whom functions of Poor Law Authorities are transferred for any purpose under this Scheme, and to submit, for the approval of the Local Government Board, a scheme for the exercise of the functions involved.

(16) The property and liabilities of Poor Law Authorities should be allocated between the Town Councils and the County Councils concerned, or between a combination of those Councils, by the Local Government Board, or by some person appointed by them, after these Councils have had an opportunity of effecting a mutual arrangement.

(17) The Officers of the Poor Law Authorities may be transferred to the new authorities under schemes approved by the Local Government Board, and provision should be made for adequate compensation to officers who suffer direct pecuniary loss by abolition of office or by diminution or loss of fees or salary. But in every case there should be an option both to the new authority and to the officer concerned as to whether such a transfer should, in fact, take place.

The tenure of office and all rights of superannuation of existing officers transferred to the new authorities should be fully protected.

(18) The cost of any functions transferred to the County Council should be charged on the whole administrative county, except that where under paragraph (6) any functions are exercised by the Council of any borough or urban district, the cost of exercising such functions should be charged on such borough or urban district, which should be relieved from the cost of the corresponding services in the remainder of the administrative county.

We have recapitulated our Recommendations on pages 100 and 101, for convenience of reference.

We are, Sir,

Your obedient Servants,

DONALD MACLEAN.
*R. J. CURTIS.
ROBERT DONALD.
GEORGE HAMILTON.
*G. MONTAGU HARRIS.
SPURLEY HEY.
*ROBERT L. MORANT.
R. C. NORMAN.
*HARRY G. PRITCHARD.
S. B. PROVIS.
JOHN ROBERTSON.
A. V. SYMONDS.
J. H. THOMAS.
BEATRICE WEBB.

R. G. DUFF, *Secretary.*

19th December, 1917.

MEMORANDUM BY MR. R. J. CURTIS.

The Committee, before I joined, had taken an irrevocable decision not only to recommend the abolition of Boards of Guardians, but also the transfer of their functions to other Authorities.

As a consequence of such decision (all responsibility for which I disclaim) my consideration of the reference to the Committee had to be founded upon the assumption that the Government might deem it necessary to adopt that drastic proposal in order to concentrate under a single Authority the Municipality of services relating to public assistance.

Only upon that assumption, and with the following reservations, do I assent generally to the Report:—

(1) I regard the Report as an instalment of a comprehensive scheme having for its object the avoidance of present and future overlapping in public services.

(2) If County, Borough, and other Councils are to be entrusted with further important functions I consider those bodies should be allowed greater freedom, than the recommendations permit of, in allocating the new duties to Committees. A scheme appropriate to Manchester or Burmingham might be found cumbersome and costly for Eastbourne. Similarly a scheme suitable for a County mainly industrial, such as Stafford, might be found unworkable in a Rural County such as Hereford.

(3) Under the plan presented by scheme (C), *Counties outside London*, it is conceivable that there may be two Health Authorities in the same area: (1) the County Council, and (2) either a Borough, Urban, or Rural Council. It may be argued that it will be the duty of the Local Government Board to prevent this when considering schemes submitted, but I should prefer that each County Council should be required to frame their scheme after consultation with the Urban and Rural District Councils. As far as

*This member of the Committee signs subject to the Memorandum below to which his name is attached.

practicable the areas for District Home Assistance Committees should be co-terminous with Urban or Rural Districts or a combination of those districts.

(4) I consider the administration of public funds should be in the hands of persons directly responsible to the electors. I only waive my objection to co-opted members in this instance because I am fully convinced that for some years after the change is made the Councils will, for the efficient performance of their new functions, need the assistance of experienced Guardians.

(5) The Report gives no indication, as I think it should have done, whether expenditure by the Home Assistance Committee should be levied through the "Poor" or other rate. The term "Poor" rate is a misnomer and its use should be discontinued whether Boards of Guardians are abolished or not.

Finally, I desire to record my regret that the Poor Law Unions' Association has not been given an opportunity to lay its views, upon the subject, before the Committee.

R. J. CURTIS.

MEMORANDUM BY MR. G. MONTAGU HARRIS.

I have signed this Report, being in complete agreement with its recommendations so far as they go, and fully realising the necessity of confining the recommendations of the Committee to fairly wide general principles. At the same time, I should like to point out that the circumstances of the administrative counties, in view of the great overlapping of functions among the numerous authorities, render it especially difficult in their case to deal with one branch only of the subject of public assistance, or to render the proposed future situation altogether clear without entering into much greater detail as to the relative positions, especially in the matter of Public Health powers, of county councils and minor authorities. The point is alluded to in several paragraphs of the Report, but I wish to lay special stress upon it, as I think that the elaboration of details in the case of the administrative counties may in many respects, and in individual counties, considerably modify the outline scheme in very important particulars.

G. MONTAGU HARRIS.

MEMORANDUM BY SIR ROBERT MORANT.

I append my signature of agreement to this Report on the following assumptions, which I think, I ought to mention here because, though quite compatible with the Report (except possibly my second point), they are not explicit in the text, and perhaps may not be part of the intentions in the minds of some of the other signatories; in my mind, however, they are essential conditions of the proposed transference of the functions of Poor Law Authorities to other Local Bodies. I assume that before that transference takes place—

(*a*) the necessary extension by Parliament and by the Government Departments of the various Acts and arrangements relating to the health of the people shall have been completed, on broad comprehensive lines, for securing the provision in all localities of public services designed to prevent, at least as much as to cure or to mitigate, all forms of ill-health and disease; such various functions, where they are shared between two Local Bodies, to be exercised by them in the closest organic co-operation with one another, by interlocking representation of each on the other and by dovetailed schemes of work; and

(*b*) that (i) the central supervision of such local services for the health of the people, (ii) the disbursement of the substantial Exchequer Grants towards the cost of these services that is essential for securing their ubiquitous development on progressive lines, and (iii) the Central Department's approval of the local health schemes, which is the key to the attainment of conditions essential to efficient working in the various localities—shall have been vested in a Central Authority, having *all* the different main forms of medical and ancillary services within the scope of its supervision, under one Minister, *i.e.*, a Ministry of Health for England and Wales, with properly organised Sub-Departments, and having the regular assistance of carefully constituted Advisory Councils composed of men and women versed in, and themselves exercising, the various local activities which the Ministry is to supervise.

ROBERT L. MORANT.

MEMORANDUM BY MR. HARRY G. PRITCHARD.

1. Whilst I have signed the Report, because I agree with the main recommendation of the Committee, namely, the merging of the functions of the Poor Law bodies in the municipal and county authorities, I feel bound to record my dissent from some of the proposals contained in it.

2. *County Boroughs.*—The scheme relating to county boroughs is in my opinion open to the objection that it involves unnecessary interference with the councils in regard to the manner in which, and particularly the committees through whom, the transferred functions are to be performed. In the past it was the practice of Parliament to confer and impose definite powers and duties upon town councils, and not to tell them how their functions were to be

performed or what committees they must appoint; the powers and duties being prescribed by Parliament, the responsibility for finding the best and most suitable method of carrying them out according to the local circumstances was left with the council in each case. A notable example of this policy is the Public Health Act, 1875, whereby most extensive powers are given to urban and rural sanitary authorities, but where Parliament wisely, in my judgment, refrained from indicating what committee should be appointed to assist their preformance.

3. I am aware that more recently Parliament has in some cases interfered with the discretion of local authorities in the appointment of Committees, either by direct enactment or by requiring the approval of schemes by a central department. Personally I think that this is a mistake, and I trust that the practice will not be extended.

4. In the present case it is, in my opinion, sufficient to transfer the functions of the Poor Law authorities to the councils of county boroughs, with such modifications and extensions as are desirable (the modifications consisting largely, I trust, of the removal of unnecessary central control) and to empower the councils in performing these functions to make use of their existing statutory committees (for example, the asylums and education committees), and to appoint such other committees as they may think necessary. If this course is not adopted, not only will unnecessary difficulties be placed in the way of councils in the performance of onerous duties, but there is the real fear that the new statutory committees, and particularly the home assistance committees, will be regarded as the old poor law authority under a new name.

5. *London.*—As regards London, it will in my opinion be necessary for the scheme to indicate with a considerable degree of precision the division of functions between the County Council and the Borough Councils, and to some extent also the policy and rules of local administration, so as to minimise the prospect of differences between the two classes of local authorities. In this connection I should not regard the original scheme as a final document; it would be capable of such modification as experience may from time to time suggest and as may be approved by the Local Government Board.

6. I also doubt the necessity for transferring all the existing institutions to the County Council; probably in the majority of cases it would be convenient for these institutions to be in the hands of that Council, so as to be available for the whole area, but there may be instances where they could be better managed by the Borough Councils.

7. I also think that provision should be made for the settlement by the Local Government Board of any difference that may arise between the County Council and any Borough Council, particularly in regard to the payments to be made to the latter, and other financial matters; I anticipate that the right of appeal would be rarely exercised, but that if the right exists the parties are more likely to come to an agreement.

8. *Counties outside London.*—The case of the counties outside London presents greater difficulties, and here the Committee have, I think, failed to make sufficient use of the existing local authorities, the borough and district councils. The establishment of separate district committees appointed by the County Council, each presumably having its own staff and operating in precisely the same area as an existing local authority, who also has its own staff, would, in my opinion, neither secure better co-ordination nor effect economy or efficiency.

9. As regards medical assistance, I entirely dissent from the proposal that this should be given by the staff of the county medical officer of health, except in the cases of certain boroughs and urban districts, which are apparently to be regarded as exceptional, where the Local Government Board direct the functions to be performed by the borough and district councils. I express no opinion in regard to the rural areas, because my acquaintance with the administration of public health in those areas is insufficient to enable me to do so, but as regards boroughs and urban districts I am convinced that the proposal to have two health authorities, *viz.*, the County Council and the Borough or District Council, both administering the Public Health Acts and both dealing to a large extent with the same subjects and even, in many cases, with the same persons, would, if carried out, give rise to much friction and dissatisfaction and to unnecessary expenditure. The borough and district councils have been the executive health authorities for very many years, and generally speaking it will not, I think, be denied that their administration has been successful. They have acquired experience, they have their medical officers, sanitary inspectors and other officers and all the necessary machinery; they have, of course, an intimate knowledge of their own areas and in my opinion they are the authorities to whom the services in question should be transferred. I cannot, therefore, agree with the proposal that the medical services should be rendered by the borough and district councils only in exceptional cases.

10. No doubt the institutions in many—possibly in the majority—of cases would have to be administered either by the County Council or by a combination of district councils so that full use may be made of them, but I have no doubt that there are some buildings, *e.g.*, aries, which could be utilised to the greatest advantage if transferred to the councils of the towns in which they are situated.

11. The difficulties in the case of the Counties of deciding the best course to adopt arises from the fact that they differ so largely that it is impossible to put forward a scheme applicable to all cases. That being so, it will, I think, be best to follow the proposal made with

reference to London, to the extent of requiring each County Council to frame, in conjunction with the Borough and District Councils, a scheme for dividing amongst the several Councils the functions and the institutions transferred from the Guardians.

12. *Enlargement of Committees.*—I also differ from the proposal contained in the report that provision should be made for including upon committees of a Town Council persons who are not members of the Council. It is, I think, very desirable that a committee should comprise only persons who are responsible for the administration of the whole of the Council's affairs, and can take, therefore, a broad view upon any question coming before the committee, and who will be able to support in the Council any acts of the committee when they come up for confirmation or are called in question. Moreover, the inclusion on a committee of the Council of persons that are not members of the Council, is not in accordance with the principle of representation upon which the constitution of the Council is based.

13. *Assessment Committees.*—Finally (and here there is, I think, no substantial difference between the remainder of the Committee and myself), I trust that it will not be necessary to give effect to the proposal for the appointment of Assessment Committees by the County Councils. This is expressed in the report to be put forward only pending an amendment of the law relating to the valuation of property, and I hope, therefore, that this amendment will be effected prior to, or contemporaneously with, the other amendments of the law which will be necessary to effect the transfer of the Guardians' functions.

HARRY G. PRITCHARD.

TRANSFER OF FUNCTIONS OF POOR LAW AUTHORITIES.

RECOMMENDATIONS.

The Abolition of the Boards of Guardians.

We recommend the abolition of the Boards of Guardians and of the Poor Law Union, and the merging of all the functions of the Poor Law Authorities in those of the County Council and the County Borough Council, subject to the necessary modifications set out in our schemes for London and the other administrative counties.

The Unification of Existing Services.

We recommend that—

(*a*) *The provision at the expense of the rates, with or without Exchequer Grants, for the sick and infirm (including maternity and infancy and the aged requiring institutional care and all institutions appropriated to any of these) should be made by the Council under Public Health Acts suitably extended. The Council should organise such preventive and curative treatment as the cases individually require by means of their specialised institutions and medical staff.*

(*b*) *The provision for all children able to attend school (including residential and special schools of all kinds) should be regarded as predominantly a matter of educational training, and should be made by the Local Education Authority under the Education Acts suitably extended.*

(*c*) *The provision for the mentally deficient, and for persons of unsound mind whether certified or not, including all institutions appropriated to these classes, should be made by the Council under the Lunacy and Mental Deficiency Acts, suitably extended, and through the Committee or Committees administering their powers under these Acts.*

The Unemployed Able-Bodied.

We recommend that the County or County Borough Council, as the case may be, should be required to appoint, in substitution for the existing authorities under the Poor Law and under the Unemployed Workmen Act, a new Committee, to be entitled "The Prevention of Unemployment and Training Committee," formed on the lines of the Education Committee, and including representatives of Employers' Associations and of Organised Labour. The Committee should exercise the powers of the Council as to (i) *preventing unemployment (so far as practicable, and subject to service requirements and due economy) by procuring such a rearrangement of the Council's works and services as to regularise the local demand for labour;* (ii) *facilitating through the Employment Exchanges the finding of situations;* (iii) *making use of any form of educational training in co-operation as much as possible with the Education Committee;* (iv) *assisting migration; and* (v) *creating and administering, whether by themselves or in federation with other Local Authorities, any specialised provision of the kind required by the unemployed.*

The Home Assistance Committee.

We recommend that the County or County Borough Council, as the case may be, should be required to appoint a new Committee, to be styled "The Home Assistance Committee," formed on the lines of the Education Committee (including persons experienced in the work to be done, and in the first instance, some who have been members of Poor Law Authorities), which should be charged

with (i) *the duty of making the necessary enquiries into the economic circumstances of applicants for or recipients of any form of assistance in money, kind, or service, wholly or partly provided out of rates or taxes, eligibility for which is dependent on the pecuniary need of the person or family concerned, or for which payment is legally recoverable;* (ii) *general supervision of recipients of such assistance and their dependants;* (iii) *the administration of all such assistance in money or kind given in the home of the applicant;* (iv) *the exercise of the powers of the guardians of acquiring the rights and powers of parents as regards any children maintained by them who are orphans or whose parents are unfit to have the care of them;* (v) *the duty of seeking in co-operation with the appropriate committee institutional treatment for any applicant or the dependant of any applicant for whom such treatment is required;* (vi) *the recovery from persons liable by law of expenses in respect of accommodation, maintenance, treatment, and services rendered; and* (vii) *the duty of keeping a register (which should not be open to public inspection) of all families within the area, any member of which is in receipt of assistance as above defined, together with particulars of such assistance.*

Compensation for Officers Displaced or Injuriously affected.

We recommend that the officers of the poor Law Authorities should be transferred to the County and County Borough Councils under schemes to be approved by the Local Government Board, the Councils and the officers both having an option as to transfer; and that suitable provision should be made for the adequate compensation of all such officers as may suffer direct pecuniary loss owing either to abolition of office or to a diminution or loss of emoluments in fees, salary, or allowances. The tenure of office and all rights of superannuation of existing officers who are transferred should be fully protected.

Supplementary Provisions.

We recommend that the property and liabilities of all Poor Law Authorities should be allocated among the Councils concerned, or any combinations of them, by the Local Government Board, or by some person appointed by them, after these Councils have had an opportunity of effecting a mutual arrangement.

We recommend that pending the amendment of the law relating to the valuation of property, the Power of appointing the Assessment Committees should be transferred to the County and County Borough Councils, and throughout London to the Metropolitan Borough Councils. The Council should determine through which of their committees, not being the Home Assistance Committee they will administer any functions of the Boards of Guardians or combinations of Boards of Guardians (including those under the Vaccination and Births and Deaths Registration Acts) not already specified; provided that all functions relating to Health, Education, the provision for Lunacy and Mental Deficiency and the provision for Unemployment respectively should be administered exclusively under the several Acts relating thereto, suitably extended, and through the Committees dealing with such Acts.

APPENDIX.

Assistance of the Able-bodied, including Vagrants.

1. While it is perhaps not strictly within the province of the Committee to formulate a policy for the treatment of the able-bodied unemployed, or for the solution of the vagrancy problem, the question of machinery cannot be wholly dissociated from the question of the policy which the machinery is to subserve. Nor will the plan of administration suggested by the Committee be intelligible without some explanation of the principles underlying it.

2. The scheme which the Committee have recommended for the treatment of the sick is based on a recognition of the principle that these persons require assistance because they are sick, and that they should accordingly be dealt with in a manner best calculated to restore them to health. Similarly the Committee contemplate that the able-bodied unemployed require assistance by reason of their unemployment, and that they should accordingly be dealt with in a manner best calculated to restore them to, or fit them for, employment.

3. With this object in view the Committee have recommended the institution of a "Prevention of Unemployment and Training Committee," which is to work in close conjunction with the Local Advisory Committee of the Employment Exchange and to procure such training for the able-bodied unemployed person as will best fit him to obtain employment.

4. When an able-bodied man or woman applies for assistance on the ground that he or she is unemployed, the first step should be to ascertain through the Employment Exchange whether any suitable employment is available, and, if so, to endeavour to place the applicant in such employment. If, however, there is no vacancy which the applicant can fill, or none which he can fill without training, he should be given a real opportunity of training which will either improve his skill in his own trade or fit him to obtain employment in a new trade. The Committee attach the utmost importance to the absence of any quality of deterrence

from the offer of training, and for this, amongst other reasons, they suggest that the best results will generally be attained by providing training, not in special institutions, exclusively devoted to the recipients of assistance, but in institutions open to and in fact used by other classes of the community. Thus, for example, instead of establishing special farm colonies for the unemployed, it would be preferable that men who are to be trained in agriculture should receive their training in existing farm colonies or other similar institutions to which members of the general public are admitted, and that men and women who are to be trained in other trades should receive their training in existing trade schools, polytechnics, workshops, etc. It is understood that a similar policy has been adopted by the Ministry of Pensions in regard to the training of disabled men.

5. While, however, no effort should be spared to make the offer of training attractive, it is recognised that powers will be needed for dealing with persons who refuse to accept the training or the employment that is offered to them. For these it may be necessary to establish detention colonies.

6. A detention order would only be justified on proof of wilful and persistent repetition within a given period of any of the following offences:—

(1) Wilful refusal or neglect of persons to maintain themselves or their families (although such persons are wholly or in part able to do so).

(2) Wilful refusal on the part of a person receiving assistance to perform the work or to observe the regulations duly prescribed in regard to such assistance.

(3) Wilful refusal to comply with the conditions laid down by the authority granting assistance, upon which assistance can be obtained.

It is suggested that the detention order should be obtained from a magistrate, and that there should be a right to appeal to quarter sessions.

7. The able-bodied vagrant should be dealt with on similar lines; that is to say, he should be afforded a reasonable opportunity of obtaining either employment or training, and in case of wilful persistent refusal he should be committed to a detention colony. For the vagrant who is not able-bodied suitable treatment should be provided by the appropriate Committee.

8. It is thought that not more than one or two detention colonies would be required for the whole country. The management of these colonies should probably be entrusted either to some one existing Government Department or to a special body on which the various Government Departments concerned would be represented.

9. It may, perhaps, be hoped that, with a development and extension of the Employment Exchanges and a tightening-up of their machinery, coupled possibly with a more complete system of national registration, there will in future be less excuse for tramping in search of work, and greater facilities for detecting and penalising those who use this excuse merely to cover their disinclination for honest work.

10. But local authorities will be reluctant to take proceedings, magistrates will hesitate to convict, and public opinion will refuse to endorse repressive measures until the vagrant is deprived of all excuse for wandering. In the meantime, therefore, some substitute for the casual ward will have to be provided, where the homeless traveller can obtain temporary lodging. Without expressing a decided opinion on this point, the Committee are disposed to think that, if municipal common lodging houses are established in all large centres of population, the problem might be solved in this way, the case of any vagrant who was unable to pay for his lodging being referred to the Home Assistance Committee.

APPENDIX No. 14.

List of Papers considered by the Committee.

(*a*) Report of the discussion in the Legislative Council on the resolution about preventing professional beggary.

(*b*) Pamphlet entitled "Child Protection: Lecture delivered on the 23rd October 1915 under the auspices of Social Service League, Bombay, by R. P. Masani, M.A."

(*c*) Ceylon Ordinance No. 5 of 1907 being the Ordinance for the establishment of houses of vagrants for detention.

(*d*) Memorandum on the question of Pauperism in Bombay by Dr. Jehangir J. Cursetjee.

(*e*) Bill No. 4 of 1917 introduced in the Madras Legislative Council to make further provision for the custody, trial and punishment of youthful offenders and for the protection of children and young persons.

(*f*) Extract of paragraph 10 and 11 of the letter from Mr. H. Starte, I.C.S., Criminal Tribe Settlement Officer, dated the 1st September 1917.

(*g*) Report dated the 6th July 1918, of the Committee appointed by the Municipal Corporation, Bombay, on 16th September 1915, regarding measures to be taken for dealing with the question of beggar nuisance in the city.

(*h*) Letter from the President of the Municipal Corporation, Bombay, to Government No. 3126, dated the 6th August 1918.

(*i*) Letter from the Society for the protection of Children in Western India to Government, dated the 28th February 1918.

(*j*) Report of the Local Government Committee on Transfer of Functions of Poor Law Authorities in England and Wales, recently issued by the Ministry of Reconstruction.

(*k*) Articles on "Leprosy in Bombay by Mr. T. S. Krishnamurti which appeared in the Social Service League Quarterly for April 1918.

(*l*) Replies to questions regarding Sadhus.

(*m*) Replies to questions regarding Fakirs.

(*n*) Replies received from District Magistrates in the Bombay Presidency.

(*o*) Note by two members of the Committee Messrs. Phiroze C. Sethna and R. P. Masani on their visit to the Criminal Tribes Settlements in Sholapur and Bijapur.

(*p*) Note by two members of the Committee Messrs. V. J. Patel and N. D. Mehta on their inspection of certain Anathashrams in Gujarat.

(*q*) Note by Rao Bahadur Thakorram Kapilram, Honorary Secretary of the Hindu Mahajan Balashram, Surat, suggesting the lines on which the Institution could be developed.

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